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RECREATION AND OPEN SPACE ELEMENT

PROPOSAL FOR CITIZEN REVIEW

EXECUTIVE SUMMARY

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This report presents recommendations for citizen review for revising the Recreation and Open Space Element of the San Francisco Master Plan. This element of the Master Plan identifies city objectives, policies and priorities for open space and recreation to be implemented by the City, state and federal agencies, as well as the private sector.

The existing Recreation and Open Space Element, hereafter called the Element, dates from 1973. The Department is proposing to revise the Element because many conditions have changed since the Element was adopted by the City Planning Commission. The Element has served its function well. It set out objectives and policies for public recreation and open space and proposed sites for public acquisition. Many of these sites have been acquired and developed and are parks and public open space today. Many of the objectives and policies of the 1973 Element are retained without any changes in the proposed revised Element. However, certain conditions and opportunities have changed in the intervening years, necessitating revision of some policies and addition of new policies.

The proposed revision is organized in the same format as the 1973 Element. It calls for the City to work at regional, citywide, and neighborhood levels to improve recreation and open space, and also to improve recreation and open space opportunities along the shoreline. In addition, the Element as proposed, would incorporate open space objectives and policies for the Downtown district, as adopted in the Downtown Plan.

Existing objectives and policies and proposed changes in Master Plan policies are summarized below:

THE BAY REGION

For the Bay Region, the objective is to preserve regional open space lands. The proposal continues to support formation of a regional open space agency that would have powers to acquire and manage regional open space. Proposed new policies call for greater access to regional open space already in public ownership, and creation of regional hiking and bicycle trail routes. The proposal also calls for increased coordination with existing regional open space agencies.



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THE SAN FRANCISCO SHORELINE

Recreation opportunities have changed along the San Francisco shoreline. A major change was the creation of the federally managed Golden Gate National Recreation Area, GGNRA, which has jurisdiction over much of the the City's western, and northern shorelines. In addition, Candlestick Point State Recreation Area which was identified in the 1973 Element for acquisition has also become a reality on the Bay shoreline.

Much still needs to be done to improve recreational opportunities along the shoreline. The proposed revision identifies specific policies and actions to improve recreational opportunities at many locations. The proposal continues to call for incorporation of open space in new private development and for acquisition of new open space, particularly along the industrialized Bay shoreline, consistent with continued maritime operation. At specific shoreline locations the Proposal would change policies, and add or delete text.

THE CITYWIDE RECREATION SYSTEM

On the citywide level, the proposal retains the 1973 Element's objective to develop a balanced system of recreation and open space. Existing policies call for preserving existing open space and acquisition of additional open space. A number of new policies are proposed. These include:

- o Preservation of solar access to public parks.
- o Development of an urban trail system to link parks and public open space.
- o Comprehensive management of the Urban Forest (consisting of trees in city parks and open spaces and street trees).
- o Requiring creation of public open space in certain private residential development.

In addition, the proposed revision adds guidelines to provide for more equitable geographic distribution of parks and public open space throughout the city when locations for new parks and public open space are being considered.

NEIGHBORHOOD OPEN SPACE

At the neighborhood level, the objective is to provide opportunities for recreation in every San Francisco neighborhood. The proposal retains the objective and policies for neighborhood recreation and open space that call for the City to acquire additional neighborhood park and recreation space, and to prioritize acquisition in areas that need them most.

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Significant recreation improvements have been made in most areas identified as 'high need' in the 1973 Element. However, while some new parks have been created, some areas continue to have priority for recreation improvements. The proposal identifies priority areas based on geographic distribution of open space, and demographic characteristics of the population that include high residential density, low income, and high concentrations of young children and senior citizens. These areas include Chinatown, the North of Market area, South of Market, and parts of the Mission, Hayes valley/Western Addition, and Bayview/Hunters Point.

The proposal also identifies housing opportunity areas which have little open space now, but which would require parks and public open space if developed with significant amounts of new housing. These areas include Rincon Hill, Mission Bay, Rincon Point-South Beach Redevelopment areas, and several other S.F. Redevelopment Agency sites throughout the city.

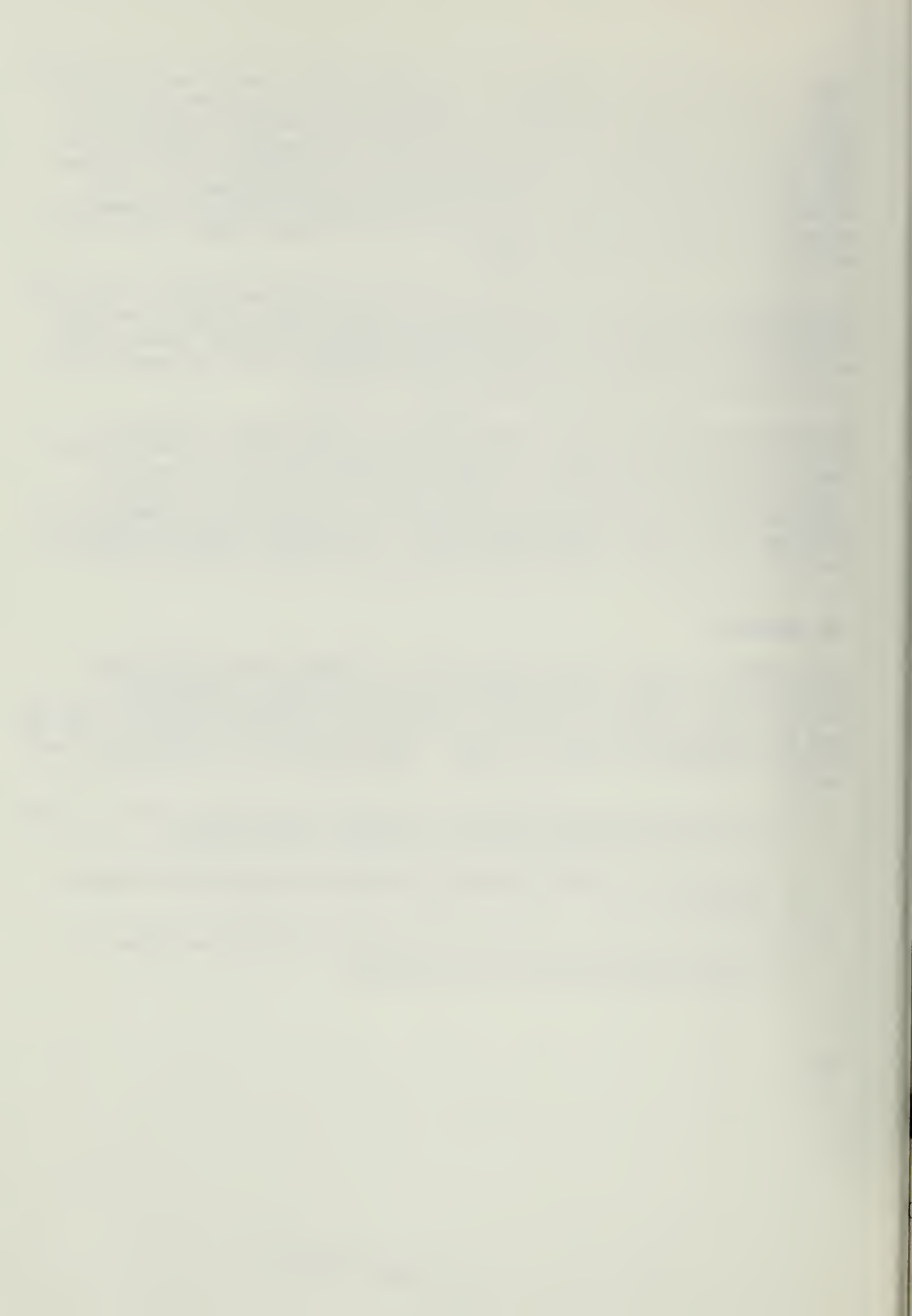
Neighborhood parks and open space continue to need ongoing maintenance. However, many neighborhood parks and recreation facilities, as well as other parts of the Citywide system, have been in existence for many years and require extensive renovation of infrastructure, buildings, playground equipment, and planting, in order to better serve park users. Renovation is becoming a major task in the years ahead. The proposal therefore identifies renovation of existing park and recreation facilities as a new priority.

THE DOWNTOWN

This section is new. Under the proposal, the Recreation and Open Space Element would identify City objectives for open space in the downtown district. While these objectives are new to the Open Space Element, they are part of the Downtown Plan, which was publicly reviewed and adopted by the City Planning Commission on Nov. 29, 1984. The objectives for the downtown area are to:

- o Provide quality open space in sufficient quantity and variety to meet the needs of downtown workers, residents, and visitors.
- o Create an open space system accessible to and usable to everyone downtown.
- o Provide contrast and form by consciously treating open space as a counterpoint to the built environment.

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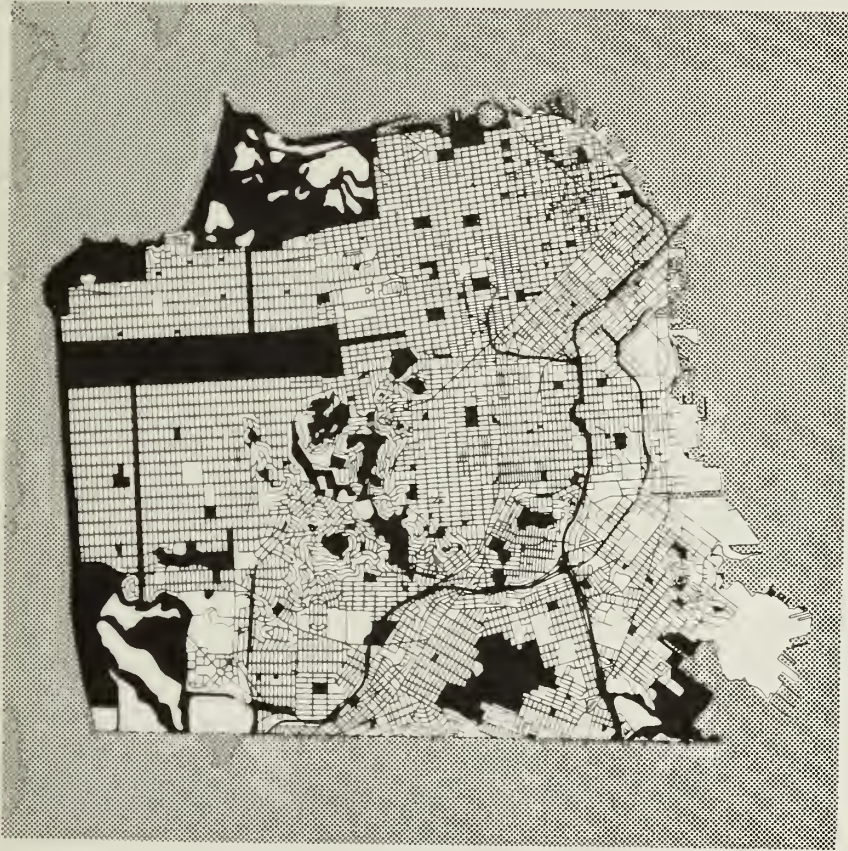
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ELEMENT OF THE MASTER PLAN

PROPOSAL FOR CITIZEN REVIEW

CITY AND COUNTY OF SAN FRANCISCO DEPARTMENT OF CITY PLANNING

JUNE 1985

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PROPOSAL FOR CITIZEN REVIEW

RECREATION AND OPEN SPACE ELEMENT

OF THE MASTER PLAN

Prepared by the Department of City Planning
450 McAllister Street, San Francisco, CA 94102

May 1985

PREFACE

This Recreation and Open Space Element is a proposal to revise the current Recreation and Open Space Element of City's Master Plan, which dates from 1973.

Many objectives and policies in the 1973 Element have been achieved, others continue to be implemented. These continue to be City policy. However, conditions and open space needs and opportunities have also changed since the Recreation and Open Space element was adopted. The Golden Gate National Recreation Area, GGNRA, then being formulated, now administers over 38,000 acres of open space lands within reach of many city and Bay area residents. On the citywide level, many hilltop open spaces have been acquired and existing City parks renovated. While there has been little activity on the Bay shoreline, the opportunity to provide new shoreline parks and public open space still exists. Significant recreation and open space improvements have been made in high need areas and in many city neighborhoods. However, the task is not complete. In addition, new open space needs have arisen or have been identified that will effect the demand and opportunities for recreation and open space in the years ahead. These needs and opportunities have implications for planning policy. Hence the need to revise the Recreation and Open Space element of the Master Plan.

The purpose of this plan is to identify objectives and policies to meet San Francisco's needs for recreation and open space at regional, citywide and neighborhood levels, based on existing needs and to respond to tomorrow's opportunities and challenges. While most of the objectives and policies of the existing element are retained in the proposed amendment, the plan also proposes to add and delete some language. The plan has six sections. The first section summarizes the plan's objectives and policies. Section two recommends objectives and policies for the Bay region. Sections three through six identify city objectives for the San Francisco shoreline, the citywide recreation and open space system, the neighborhoods, and the downtown respectively. Section 6 is language taken directly from open space chapter of The Downtown Plan, which, while new to the Open Space Element, was adopted by the Planning Commission as part of the Master Plan in November, 1984.

Where new policy or language is proposed it is underlined in the plan. Text proposed for deletion appears in ((double parentheses)) in the plan. Text from the 1973 element with no proposed changes, and Section 6, appear as regular text in the report.

The plan deals mainly with public facilities and programs. Many private and semi-public organizations provide recreational services in the City. Although these services are essential and should be assisted by the City when possible, the City's jurisdiction pertains most directly to public facilities. The plan is also limited in its definition of recreation. Many recreational activities, especially those that can also be classified as cultural or educational, are not included. A final important limitation of the plan

relates to staffing and programming. While it is recognized that these are equally as important as parks and physical facilities, the plan deals only with broad issues such as staff coordination and the responsiveness of programs to differing neighborhood needs. This approach requires that important staff and program details be shaped by people involved at the neighborhood level.

The objectives and policies recommended in the Plan for Recreation and Open Space are intended to help the City define what is needed and how funds should be allocated. Lack of funds, as with so many other urban problems, is a big hurdle. Recreation and open space development must compete with other urgent public needs for scarce local, state and federal funds. For this reason, the City should be explicit about where facilities and open space are needed most. Only through planning and public discussion can limited resources be wisely allocated to assure that recreational needs are met for the entire city in an equitable fashion. The plan also provides a framework for coordinating use and management of parks and open space resources that are within the City but under State and Federal jurisdiction.

The San Francisco Recreation and Park Department has been a major contributor to the proposed plan. A number of other agencies and public officials have also been involved. Their work is reflected in the plan. Neighborhood associations and community groups and individuals are encouraged to become active participants in the review process in order to ensure that neighborhood concerns are included in the plan.

Upon completion of the public review process, the plan will be revised and proposed for official adoption by the City Planning Commission as the recreation and open space element of the City's Master Plan. Once it is adopted, it will supersede all references to park and recreation facility locations in the existing Master Plan.

The plan is preliminary. It is hoped that in the process of reviewing and revising the plan, citizens and public officials can reach a consensus over recreation and open space objectives and agree on the means for achieving them. After the necessary agreements are reached and the plan is revised and adopted, neighborhood groups can use it as a means for getting recreation and open space improvements in their neighborhoods. It will be useful to citywide organizations interested in preserving and adding to the open space available to all San Franciscans. And finally, it can serve as a basis for coordinating decisions made by the Mayor, the Board of Supervisors and numerous City departments and commissions.

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Summary of Objectives & Policies

The Bay Region

OBJECTIVE

PRESERVE LARGE AREAS OF OPEN SPACE SUFFICIENT TO MEET THE LONG-RANGE NEEDS OF THE BAY REGION

POLICY 1

Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

POLICY 2

Make open space lands already in public ownership accessible to the public for compatible recreational uses.

POLICY 3

Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs, ((and)) improving public transit service to parks and creating bike and hiking trails.

POLICY 4

Coordinate work with existing regional park districts, open space agencies, private sector and nonprofit institutions to acquire and manage open space lands.

POLICY 5

Establish a regional agency responsible for open space regulation, acquisition and management.

The San Francisco Shoreline

OBJECTIVE

MAINTAIN AN UNBROKEN STRETCH OF PUBLIC OPEN SPACE FROM FORT FUNSTON THROUGH AQUATIC PARK. RETAIN THE NATURAL CHARACTER OF OPEN SPACE AREAS FROM FORT FUNSTON TO THE EASTERN EDGE OF THE PRESIDIO. DEVELOP OPEN SPACES AND RECREATION FACILITIES WHICH COMPLEMENT THE URBAN CHARACTER OF THE NORTHERN WATERFRONT AND BAY SHORELINE.

POLICY 1

Require all new development within the shoreline zone to conform with shoreline land use provisions, to incorporate and maintain open space, to improve access to the water, and to meet urban design policies.

POLICY 2

Improve the quality of existing shoreline recreation areas.

POLICY 3

Provide new public parks and recreational facilities along the shoreline.

POLICY 4

Preserve the open space and natural historic, scenic and recreational ((character)) features and values of the Presidio.

Citywide System

OBJECTIVE

DEVELOP AND MAINTAIN A DIVERSIFIED AND BALANCED CITYWIDE SYSTEM OF ((CITYWIDE RECREATION AND OPEN SPACE.)) HIGH QUALITY RECREATION FACILITIES AND OPEN SPACE.

POLICY 1

Provide a well balanced, and equitable distribution of parks, open space and recreation facilities throughout t City.

POLICY 2

Preserve Public Open Space.

POLICY 3

Preserve solar access to parks and open space.

POLICY 4

Make better use of existing public open space by improving recreational conditions.

POLICY 5

Acquire additional citywide open space for public use.

POLICY 6

Require usable outdoor open space in new residential development. Encourage creation of recreational space in existing development.

POLICY 7

Develop a citywide urban trails system that links city parks and public open space, hilltops, the waterfront and neighborhoods. The citywide trail system should have convenient links with the regional hiking trail system.

POLICY 8

Ensure effective management of the urban forest resource in city parks, public open space, and on major city thoroughfares. Develop a reforestation program that will result in a healthy and beautiful uneven-aged forest.

POLICY 9

Develop a Master Plan for Golden Gate Park.

POLICY 10

Develop McLaren Park into a high quality, citywide park.



Neighborhoods

OBJECTIVE :

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

POLICY 1
Make better use of existing facilities.

POLICY 2
Renovate and renew the City's parks and recreation facilities and provide the necessary infrastructure, landscape elements and facilities to serve the intended users, and to facilitate ongoing maintenance at a high standard.

POLICY 3
Acquire new park and recreation space to serve San Francisco's residential neighborhoods.

Policy ((3))4
Give priority for recreation improvements to (high need neighborhoods) areas which are most deficient in parkland, open space, or recreation facilities.



Downtown

OBJECTIVE 1:

PROVIDE QUALITY OPEN SPACE IN SUFFICIENT QUANTITY AND VARIETY TO MEET THE NEEDS OF DOWNTOWN WORKERS, RESIDENTS, AND VISITORS.

POLICY 1
Develop an open space system that gives every person living and working downtown access to a sizable sunlit open space within convenient walking distance.

POLICY 2
Provide different kinds of open space downtown.

POLICY 3
Give priority to development of two categories of highly valued open space:
Sunlit plazas and parks.

POLICY 4
Provide a variety of seating arrangements in open spaces throughout downtown.

POLICY 5
Address the need for human comfort in the design of open spaces by minimizing wind and maximizing sunshine.

POLICY 6
Improve the usefulness of publicly owned rights-of-way as open space.

OBJECTIVE 2:

CREATE AN OPEN SPACE SYSTEM ACCESSIBLE TO AND USABLE BY EVERYONE DOWNTOWN.

POLICY 1
Encourage the creation of new open spaces that become a part of an interconnected pedestrian network.

POLICY 2
Keep open space facilities available to the public.

POLICY 3
Provide open space that is clearly usable and easily reached from the street.

OBJECTIVE 3

PROVIDE CONTRAST AND FORM BY CONSCIOUSLY TREATING OPEN SPACE AS A COUNTERPOINT TO THE BUILT ENVIRONMENT.

POLICY 1
Place and arrange open space to complement and structure the urban form by creating distinct openings in the otherwise dominant streetwall form of downtown.



S.F. from the Marin Headlands, GGNRA

The Bay Region

OBJECTIVE

PRESERVE LARGE AREAS OF OPEN SPACE SUFFICIENT TO MEET THE LONG-RANGE NEEDS OF THE BAY REGION

The Bay Area has developed to the point where an extensive regional open space system is needed. Such a system should preserve undeveloped or predominantly undeveloped land or water area which has value for 1) conservation of land and other natural resources, 2) recreation and park land, 3) historic or scenic purposes, 4) controlling the location and form of urban development, and 5) agriculture.

Areas which should remain in open space because they have one or more of these characteristics have been identified in the Association of Bay Area Governments (ABAG) Regional Plan and the Bay Conservation and Development Commission (BCDC) Bay Plan. Some areas include major natural features of the region such as coastal plains, beaches, portions of the Bay and its shoreline, vineyards and grazing lands, or forests. Other areas have been designated as open space because of the natural resources they contain, or because of their proximity to urbanizing areas. Taken together, the areas designated in these plans provide a sound basis for developing a city-centered metropolitan region ((with sufficient open space)) surrounded by a comprehensive system of open space. As additional plans are completed for the coastline and other areas, they should be used as a basis for acquiring open space.

POLICY 1

Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

Unlike urban parks, which usually are man-made, regional open spaces often encompass delicate ecological systems which are strained when subjected to intensive recreational use. Since natural open spaces are not easily obtained in the city, it is in San Francisco's interest that new regional parks are acquired as needed and that existing open spaces are not overloaded or environmentally damaged. The city also has a special interest in seeing that the regional open spaces acquired supplement the types of recreation offered in the city.

In general, recreational activities in regional open spaces should be oriented around the natural qualities of the area. Natural site characteristics should be the primary determinants of the types of recreational activities allowed. Construction should be limited to facilities which support these activities. Fire and access roads and parking facilities or other necessary improvements should be designed for minimal environmental impact. Use of the automobile should be carefully limited. In most cases, the automobile should be relied upon for initial access only; for internal circulation, emphasis should be on foot trails or some form of public transit. However, vehicular access should be permitted in appropriate areas, when required by senior citizens and handicapped individuals. When supporting facilities are required, they should be thoughtfully designed, inconspicuous, and in keeping with the surrounding environment.

POLICY 2

Make open space lands already in public ownership accessible to the public for compatible recreational uses.

The City and County of San Francisco owns over 60,000 acres of open space lands in San Francisco, Alameda, Contra Costa and San Mateo Counties. These lands are managed as watershed lands and serve as the city's major water source. Because of the need to protect water quality and the filtration capability of the existing system, the watershed property has not been open to large-scale public recreational use.

The City should provide public access to San Francisco Water Department lands that are not used for water storage and supply, and at other properties as treatment facilities are installed that permit compatible use for recreation with no negative impact on water quality. If San Francisco Water Department property becomes surplus, appropriate land areas should be dedicated for use as public open space.

POLICY 3

Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs, ((and)) improving public transit service to parks and creating bike and hiking trails.

Many state and national parks are located a considerable distance from densely populated urban areas. Automobile access is usually required. Most of these parks are excellent for vacations, but they are often impractical for

weekend or day use.

While overloading parks should be avoided, cost or inconvenience should not in itself exclude people from parks. Rather, user costs should be held low, accessibility improved, and new regional parks located close to cities. At the same time access is made easier, recreational activities in parks should be carefully managed to prevent overuse and environmental damage.

PUBLIC TRANSIT

Improved public transit is key to increasing the accessibility of regional parks. Frequent and convenient transit service will make it easier for people who do not own cars to reach these areas, encourage people with cars to leave them at home when going to the parks, and reduce the impact of the automobile on the natural landscape. Transit can also be used to shift demand from crowded parks to lesser known facilities.

BICYCLE TRAILS

A regional bikeway system should be developed for the San Francisco Bay area to provide for more recreational transportation throughout the Bay area and to regional open space areas. The bicycle can provide another alternative to the automobile for access to regional open space areas at minimal cost without adverse effects on the community or open space. Creation and maintenance of a safe and convenient bike route system would also foster bicycling as a recreational activity. Bike trails that tie population centers to regional parks and open space are particularly appropriate.

Creation of a shoreline trail and route system circling the bay, and bicycle routes on the major regional ridgelines should be given high priority for implementation in the years ahead. The potential for developing exclusive recreational bicycle trails along stream corridors, the ocean, and abandoned rail rights of way throughout the region should be investigated. The City should work with other local municipalities, public agencies and interested private organizations and individuals to develop a comprehensive regional bike trail system for the Bay area.

The City's bicycle trail system, identified in the Transportation Element of the Master Plan, should tie in with the regional bicycle trail system. Better linkage is needed between the City's bike routes and suggested regional bikeway trails. A safer and more convenient connection with the regional bike route at the Golden Gate Bridge concourse could result in increased bike ridership to Marin and the North Counties. Better linkage is also needed along the Great Highway or other routes to meet the South San Francisco and Peninsula bike routes.

PROVISION FOR BICYCLES ON TRANSIT

Better coordination with regional public transportation networks could increase potential bicycle usage with little public expenditure. The Bay Area Rapid Transit (BART) system already permits bicycles on the system during non-commute hours. Brochures or maps that provide information about and directions to nearby parks and regional open space should be available at outlying BART stations. Bicycle racks should be added to bus carriers that serve regional parks as a primary destination. Provision of bicycle racks on buses serving these routes would provide recreational bicyclists with better access to regional parks and open space.

REGIONAL HIKING TRAILS

Hiking trails can provide pedestrian access to regional parks and open spaces, and link these to communities throughout the region. The East Bay Regional Park District has been creating and developing hiking, bicycle and equestrian trails to link some of the regional parks within their jurisdiction. A hiking trail system of this type should be created or extended throughout the region. Convenient linkages between the Bay Area regional hiking trail system and the San Francisco urban trail system should be created.

NATIONAL HISTORIC TRAIL

In 1775, the Spanish explorer Juan Bautista De Anza set out northward on an overland expedition from Sonora, Mexico, through Arizona and California to the San Francisco Bay Area. The National Park Service is working with other public agencies and private groups to establish the De Anza National Historic Trail. The City should coordinate work with these groups to designate a trail route within the City and County of San Francisco that follows the route of the De Anza Expedition as closely as possible. The City should encourage installation of trail markers, and provision for a route map and public information to enhance public use and enjoyment of the trail.

POLICY 4

Coordinate work with existing regional park districts, open space agencies, private sector and nonprofit institutions to acquire and manage open space lands.

Public agencies and private organizations and individuals are working to maintain open space in the Bay Region. These bodies include the Federal Government, the State of California, a multitude of local governments, several sub-regional open space agencies, as well as public nonprofit organizations and private landholders. Until a regional open space agency is formed, the City should facilitate efforts of existing agencies and organizations working toward regional open space goals.

The City and County of San Francisco should encourage and work with these groups to secure additional land for open space retention and management, and to maintain existing open space areas in their current undeveloped open space status. The City should also support use of selected areas of open space lands within its jurisdiction for appropriate recreational uses.

POLICY 5

Establish a regional agency responsible for open space regulation, acquisition and management.

Preserving a regional open space system is beyond the scope of the ninety-two odd local governments in the nine-county Bay Area. Valuable open spaces cross city and county lines and individual municipalities have neither the regulatory powers nor the funds to retain them. Preservation of such spaces will depend upon regional action.

Regional open space should ideally be handled by a regional agency. Because of the interdependence of open space, transportation, air and water quality, and other regional issues, it may eventually be desirable to

consolidate the open space agency with other regional agencies. The Bay Area should not, however, make a regional open space agency contingent upon a more comprehensive regional organization. The rapid rate of urbanization in the Bay Area necessitates prompt establishment of an agency equipped to develop and maintain a regional open space system.

((The form that such an agency should take has been the subject of extensive study and discussion. There is general agreement on some basic points:)) The agency should have the authority to 1) enact an official regional plan and have temporary permit powers over all open spaces of regional value until the plan is adopted, 2) acquire open space through the eminent domain process, and 3) raise money to purchase, manage and develop the regional open space system through methods such as grant application and taxation. Since property taxes are closely related to open space preservation, the new agency should also be able to regulate tax policy on open space designated in the regional plan.



Municipal Pier

The San Francisco Shoreline

OBJECTIVE

MAINTAIN AN UNBROKEN STRETCH OF PUBLIC OPEN SPACE FROM FORT FUNSTON THROUGH AQUATIC PARK. RETAIN THE NATURAL CHARACTER OF OPEN SPACE AREAS FROM FORT FUNSTON TO THE EASTERN EDGE OF THE PRESIDIO. DEVELOP OPEN SPACES AND RECREATION FACILITIES WHICH COMPLEMENT THE URBAN CHARACTER OF THE NORTHERN WATERFRONT AND BAY SHORELINE.

The Pacific Ocean, San Francisco Bay and their respective shorelines are the most important natural resources in San Francisco. Their open space potential is considerable. Together they offer unlimited opportunities for water-oriented recreation. They are the pride of San Francisco's views and the source of the city's agreeable climate.

The recreation potential of the shoreline, however, has yet to be realized. San Francisco's shoreline accommodates several uses including open space, military, port, industrial and commercial uses. Despite the fact that a sizable proportion of the shoreline is in public ownership, access to the water, except at the ocean, is sporadic and limited; very little of the ((eastern)) Bay and ((northern)) northeastern waterfront has been developed for recreation and open space.

The challenge facing the City is to add more open space along the Bay while maintaining other essential waterfront uses. On the western and northern shoreline, the objective is different. A significant amount of public open space has already been retained, but permanent preservation of a few prime open spaces has not been insured. The western and northern shoreline should function as a long unbroken stretch of open space; its natural qualities should be preserved and should complement the more urban character of new open spaces along the Bay.

POLICY 1

Require all new development within the shoreline zone to conform with shoreline land use provisions, to incorporate and maintain open space, to improve access to the water, and to meet urban design policies.

In order to protect the shoreline and safeguard the public interest in it, the following policies should be applied to new shoreline developments.

LAND USE PROVISIONS

Priority Land Uses--The most important uses of the shoreline should be those providing substantial long-term public benefits that cannot be provided on other sites within the city. Water-related public recreation and open space, port uses and water-related industries are included in this category.

Restricted Land Uses--Office and residential uses and water-related commercial uses such as restaurants, hotels and shops are appropriate only in the areas designated in this plan ((and in the Northern Waterfront and South Bayshore elements of the Comprehensive Plan)) and in other components of the

Master Plan. These uses provide limited public benefits and should be restricted to areas which are not needed for priority uses.

Prohibited Land Uses--All developments which do not fall in the previous two categories are not acceptable shoreline land uses. More specifically, industry that is not dependent upon use of the water should not be permitted. Airports and at grade or elevated freeways should not be permitted. Uses such as these should be located away from the shoreline. Finally, all uses which will adversely affect water quality should be prohibited.

OPEN SPACE REQUIREMENTS

All new shoreline developments, except low density residential ones, should provide and maintain on their sites ground level open space, well situated for public access and designed for maximum physical and visual contact with the water. Water-related industry may provide overlooks instead of ground level open space or it may substitute off-site open space on another part of the shoreline.

The size of the open space provided should directly relate to the size of the new development; the larger the development, the more open space it should provide. A generous and well maintained waterfront strip should be reserved to provide public access and accommodate development of a continuous pedestrian and bicycle shoreline trail system. A well designed waterfront trail could provide enjoyable visual, educational and recreational experiences for many users. In addition to providing space for pedestrian and bicycle movement, the system should also provide inviting seating areas and viewpoints of waterfront activities.

The types of open space provided in new developments will depend upon the nature of the sites; however, as much as feasible they should meet the recreational needs of adjacent neighborhoods, especially those deficient in recreation space, and add to the variety of recreational facilities along the entire shoreline.

URBAN DESIGN SPECIFICATIONS

In urban design terms, new developments should make maximum use of their shoreline locations and complement the shoreline as San Francisco's most important natural resource. More specifically, new developments should:

- o maximize public access to the water, both visual and physical;
- o give careful consideration to environmental factors to make shoreline open spaces more pleasant and usable, particularly in windy areas;
- o meet the more specific design policies and principles in the urban design element ((of the Comprehensive Plan)) and other components of the Master Plan;
- o adhere to City Planning Code height and bulk limits.

These policies governing land use, open space and urban design should be applied to all new developments within the Shoreline Zone designated in this plan. The zone covers the city's entire shoreline but varies in the degree to which it extends inland depending on the quantity of existing open space and public recreation facilities in the area and on the amount of new development

anticipated. For the most part, development at the water's edge are of primary concern. There may be developments further inland, however, which affect physical and visual contact with the water or affect the use of the shoreline for open space. Shoreline policies should be applied to these developments as well as those within the designated zone.

POLICY 2

Improve the quality of existing shoreline recreation areas.

Most of San Francisco's shoreline recreation areas are located on the headlands and on the western and northern shorelines. Problems of accessibility, maintenance, and ((pollution)) water quality have prevented many of these areas from being used to full potential.

Access to some areas, such as Ocean Beach, is hindered by ((heavy and)) fast-moving traffic. Redesign of the Great Highway should include signalized pedestrian crosswalks at key locations. ((Better)) Poor trails and stairways hamper safe access to the water ((are needed)) along portions of the headlands. In other areas, particularly along the Bay, the public is unsure whether there is public access to the shoreline. ((Other areas are difficult to locate, and the public is unsure whether places like Fort Funston and Lands End are open for public use)).

SHORELINE IMPROVEMENTS

Many of these problems are being addressed by the National Park Service on property within the GGNRA. However, continuing efforts must be adequately

funded to be effective. Water quality has generally improved during the last decade; remaining pollution, which has curtailed ((curtails)) use of some parts of the shoreline for swimming and certain other recreational activities is being controlled through the City's Clean Water Program. For other shoreline areas, simple public improvements such as effective signs, well marked trails, safety features, landscaping ((for windbreaks)), diversion of traffic and general cleanup can promote greater use of these shoreline areas.

This is particularly true along the Bay shoreline on City owned land at Warm Water Cove, Agua Vista Park, and Mission Rock. The beaches and tidal flats in these areas have been dumping grounds for tires, auto parts, concrete slabs, and other debris that limits public use and enjoyment. In addition, severe winter storms have eroded sections of the shoreline. The accumulated debris in these areas should be removed, and the shorelines restored and stabilized. Once the shoreline areas are cleaned up and restored, consistent maintenance should be performed. ((Improving water quality will be a more difficult task.)) In addition, t((T))he city should prohibit developments which threaten to cause a deterioration in water quality, endanger marine life or prevent necessary flushing of the Bay by currents.

POLICY 3

Provide new public parks and recreational facilities along the shoreline.

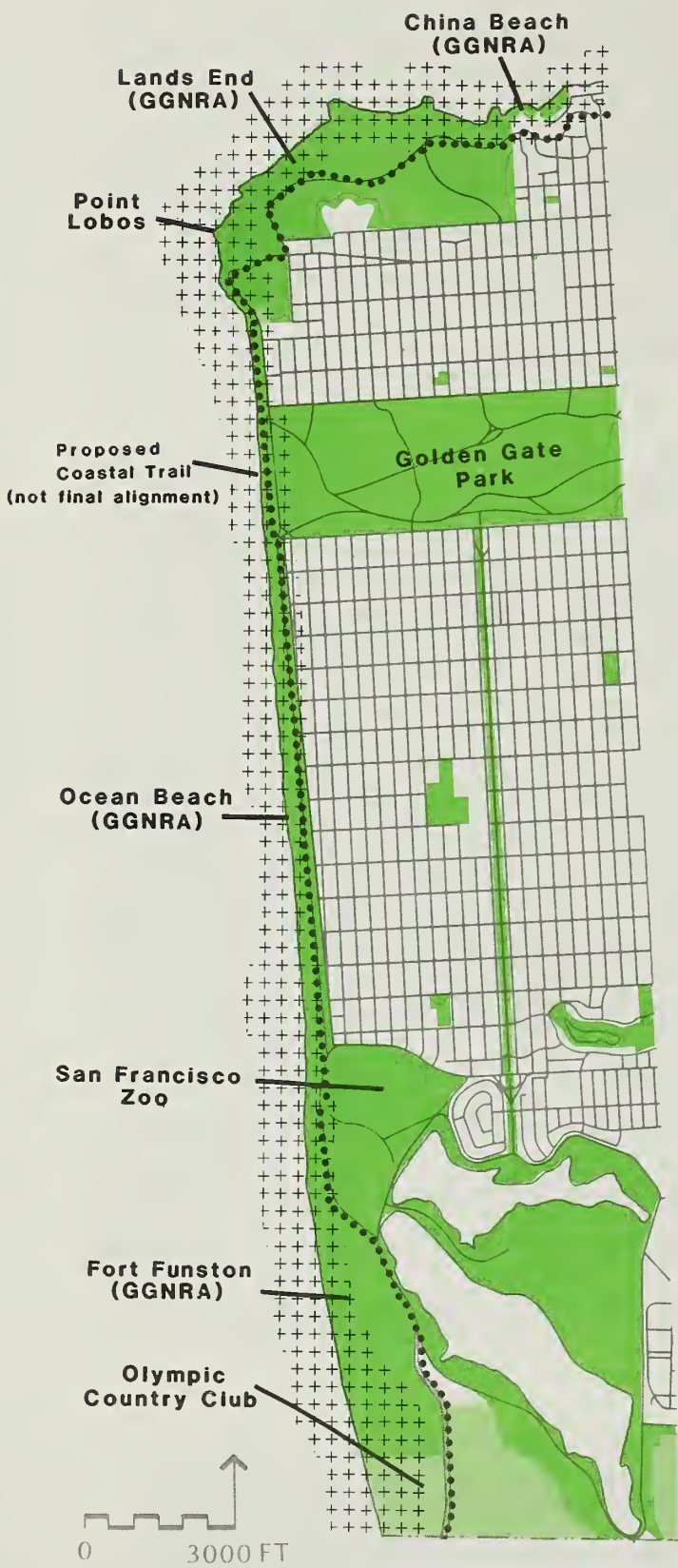
The City cannot meet its shoreline recreation needs simply by improving existing recreation areas and by applying the guidelines governing new development in the Shoreline Zone. Certainly, recreation space in private

developments and places to fish or view port operations will help realize the shoreline's recreation potential. But ((major)) new parks are also needed. Active recreational uses should be promoted along portions of the waterfront. These could include, but not be limited to, water oriented uses such as shoreline fishing, swimming, and boating. Acquisition of new shoreline park land and open space should be given high priority.

Most of the new waterfront parks should be located on the Bay shoreline((between Aquatic Park and the County line)). This is the area most deficient in shoreline open space. It also has the most potential for meeting the ((critical)) recreation needs of neighborhoods in the eastern half of the city.

In accord with this policy, ((major new maritime parks should be developed at Candlestick Point, India Basin, Warm Water Cove, Central Basin, China Basin Channel, the Ferry Building and along the northern waterfront south of Pier 45.)) a major new State park is being developed at Candlestick Point. In the northeast waterfront, plans call for redevelopment of Pier 7 as a public access pier. Redevelopment of the historic Pier 1- Ferry Building - Agriculture Buiding area include plans to provide maximum public access and amenities along the waterfront. A new 4.8 acre shoreline park is proposed at Rincon Point, and a new 6.8 acre public park and small boat harbor is planned at the base of Second Street as part of the Rincon Point-South Beach Redevelopment project.

Provision for maximum public access should be included in future Port development as well as private development along the waterfront at Pier 45, 98, India Basin, Warm Water Cove, Central Basin, and China Basin (Mission Bay). Improved public transit should be provided to these new parks and open



SHORELINE ZONE

 All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

 Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

 Provide New Public Parks And Open Space Along The Shoreline

Map 1
WESTERN SHORELINE PLAN

space from nearby ((high-need)) neighborhoods such as the Mission district, South of Market, and the South Bayshore. The potential to establish a water taxi service between shoreline parks should also be investigated. Such a service could provide a desirable transportation service as well as another recreational amenity.

Although the Bay shoreline should have priority for new public parks, a few parcels on the western shoreline should also be acquired or preserved for public open space. ((Among these parcels, the Cliff House and Sutro Baths are the most essential)). The remaining portion of the former Playland at the Beach site north of Balboa Street, should be acquired as part of the GGNRA if funds become available before development there occurs. If the private golf course south of Fort Funston is discontinued, major portions of it ((also)) should be preserved as public open space. Acquisition or preservation of these ((three main)) parcels will insure that the western shoreline remains a long, unbroken stretch of natural open space.

WESTERN SHORELINE PLAN

Specific policies for each site are intended to supplement the more general objective and policies for the shoreline. The Western shoreline is shown in Map 1.

OLYMPIC COUNTRY CLUB --private ownership

((Retain entire area as open space. If private golf course use is discontinued, acquire for public recreation and open space.))

Retain as open space. If private golf course use is discontinued, acquire

for public recreation and open space, if feasible. Maintain trails in the bluff area west of Skyline Boulevard and encourage granting an easement of this area by the property owner to the National Park Service as part of the Golden Gate National Recreation Area (GGNRA).

FORT FUNSTON --GGNRA

((Eliminate obsolete military structures and return area to natural landscape. Conserve ecology of entire Fort and in conjunction with the Golden Gate National Recreation Area, develop recreational uses which will have only minimal effect on the natural environment.))

Maximize the natural qualities of Fort Funston. Develop recreational uses which will have only minimal effect on the natural environment. Support creation and continued development of an environmental education center. Permit continued use of existing hang glider decks, and picnic areas.

GREAT HIGHWAY

Develop the entire Great Highway right-of-way ((into a smooth curvilinear recreational drive through a landscaped park area.)) from Sloat Boulevard north to Pt. Lobos as a recreational drive through a landscaped parklike area. Emphasize slow pleasure traffic and safe pedestrian access to the beach. Create and maintain bicycle, pedestrian and equestrian trails along the corridor and link them to Golden Gate Park and regional coastal trail systems. When a new seawall is constructed, extend the pedestrian promenade and provide convenient beach access stairs at regular intervals. ((Provide new parking areas on the beach side where the plan allows. Design parking to afford maximum protection to the dune ecosystem.))

Design the seawall, promenade, and beach access system to afford maximum protection to the dune ecosystem. Provide safe access to Ocean Beach by installing signalized crosswalks which are well lit after dark. Provide and maintain trail linkages between Golden Gate Park and Sutro Heights park by creating a landscaped recreational corridor adjacent to the former Playland-at-the-Beach site. Where possible, create new playgrounds ((on inland side)) for adjacent neighborhoods.

OCEAN BEACH--GGNRA

Continue as natural beach area for public recreation. Improve and stabilize sand dunes where necessary with natural materials to control erosion.

GOLDEN GATE PARK

Strengthen visual connection ((and physical connection between the park and beach.)) and physical access between the park and the beach. Improve the western end of the park for public recreation and when possible eliminate the sewer treatment facilities. Extend the reforestation program, which has been established to replace dead and dying trees at the windbreak along the ocean, throughout the park to ensure vigorous forest tree growth and maintain high visual quality. Emphasize the naturalistic landscape qualities existing at the western portion of the park, and encourage increased visitor use in the area. (Golden Gate Park is more fully discussed in the Citywide System Section, Policy 9.)

SEAL ROCKS

Maintain Seal Rocks in public ownership and protect the ((natural habitat for seals)) marine wildlife habitat.

CLIFF HOUSE--SUTRO BATHS

((Acquire for public use all privately owned property in area commonly known as Cliff House/Sutro Baths. Develop as an 11-acre nature-oriented shoreline park. Limited commercial-recreation uses may be permitted if public ownership is retained and if development is carefully controlled to preserve natural characteristics of the site.))

Develop the Cliff House-Sutro Baths area as a nature-oriented shoreline park. Permit limited commercial recreation uses if public ownership is maintained and control development to preserve the natural character of the site. Selectively develop historic bath ruins with stairs, walkways and ramps, seating and landscape improvements to permit increased public use and enjoyment.

SUTRO HEIGHTS PARK

Continue use as park and preserve natural features. Restore selected landscape elements and improve overlooks. Protect the natural bluffs. Keep the hillside undeveloped in order to protect the hilltop landform, and maintain views to and from the park. Acquire the former Playland-at-the-Beach site north of Balboa if funds become available.

LINCOLN PARK

((Continue public recreation facilities on areas already developed. Conserve remainder as natural open space with a minimum of improvements.))

Continue to provide public recreation facilities in areas that have already been developed. Maintain the remainder of the park as naturalistic

open space. Limit improvements to those necessary to ensure access and adequate public safety. Take measures to control erosion where it is a problem and to restore bluff landforms to a stable naturalistic condition.

EAST and WEST FORT MILEY-- GGNRA

Develop public open space area for continued recreational use and preserve natural and historic features in conjunction with the Golden Gate National Recreation Area. Maintain picnic areas and create an historic interpretive center and facilities for day camp use. Fort Miley Veterans Administration hospital parking should be provided on the hospital grounds.

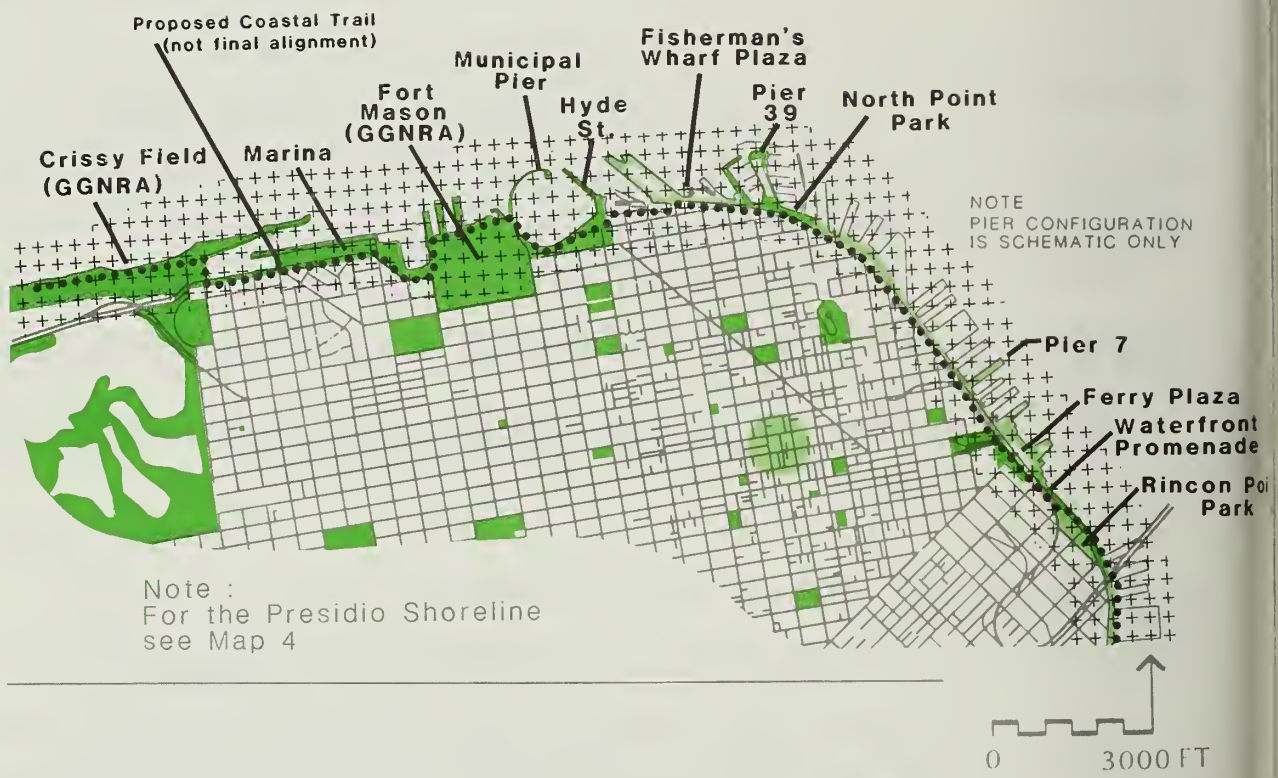
CHINA BEACH--GGNRA

Facilitate continued use for ocean swimming and as a public recreation area.

NORTHERN SHORELINE PLAN

Specific policies for each site are intended to supplement the more general objective and policies for the shoreline. The Northern Shoreline is shown in Map 2.


The northern and eastern shorelines contain several areas where new parks should be established. Within each recreation area, open space should be the major use. Some limited commercial-recreation uses may be integrated with recreation areas, however, subject to the following conditions:



SHORELINE ZONE

 All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

 Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

 Provide New Public Parks & Open Space Along The Shoreline

 Provide New Shoreline Open Space In The General Vicinity

Map 2
NORTHERN SHORELINE PLAN

- o The proposed use should be directly related to waterfront recreation activity and compatible with the primary function of the recreation area;
- o Development should be designed to preserve and create open views to the water and provide usable open space accessible to the general public free of charge;
- o Development should be in a concentrated area and strictly limited in coverage to result in a small-scale, pedestrian-oriented facility that adds interest, variety, and amenity to recreational use of the shoreline;
- o Land ((must)) should be retained in public ownership.
- o Recreation-oriented commercial services should be permitted where appropriate on land adjacent to recreation areas on the northern and eastern shorelines.

PRESIDIO (FEDERAL)

Refer to Shoreline Objective, Policy 4.

MARINA--PRESIDIO TO GASHOUSE COVE

Continue as location of public marina. Maintain and enhance full public access to all maritime recreational activities. Insure that any new trafficways constructed on unspecified alignment from Howard Street to Doyle Drive make no reduction in the quality or quantity of recreation and open space in this area and conform to the transportation element of the ((Comprehensive)) Master Plan.

CRISSY FIELD (GGNRA)

Develop Crissy Field to permit more intensive recreational uses without significantly altering the character of its open landscape. In the portion within GGNRA jurisdiction, enhance existing beach and lawn areas to accommodate varied active and passive recreational uses, and enhance views of the Golden Gate. Integrate the landscaping, design, development and use of the portion of Crissy Field under jurisdiction of the Presidio of San Francisco, with the portion managed by the GGNRA.

FORT MASON (((FEDERAL))) GGNRA

((Devote the northern half of the site to natural park use. Retain and preserve historic structures for public purposes. Construct a continuous waterfront walkway to connect the Marina area with Aquatic Park. Enhance natural qualities of the southern portion of the site, and develop the entire Fort for recreation in conjunction with the Golden Gate National Recreation Area.))

Protect natural vegetation and marine wildlife habitat at the northeast portion of the site. Maintain the existing cultural center in renovated pier and warehouse structures, and use for educational and cultural facilities and activities. Encourage continued programming special events and activities. Strengthen pedestrian access, connecting the Marina Green with Aquatic Park. Enhance extensive landscaped areas for varied active and passive recreation use. Preserve historic gardens and adapt historic buildings to community uses as current use is discontinued and structures are made available by the U.S. Army.

ALCATRAZ ISLAND (GGNRA)

((Maintain and improve Alcatraz for public open space and recreational use. Protect historic values of the island and enhance visually significant vegetation and land forms. Provide safe and convenient public access to and throughout the island for recreation and viewing.))

Maintain as public open space for recreational use. Preserve historic structures and gardens and provide interpretive exhibits describing the island's cultural history. Remove non-historic structures and develop landscaped areas to increase public use and enjoyment. Protect bird and marine wildlife habitats.

PEDESTRIAN PROMENADE

((Provide, a safe, direct and continuous pedestrian way linking all waterfront open spaces along the shoreline from the Bay Bridge to Aquatic Park. Design promenade to add genuine amenity to waterfront environment by means of unifying landscaping, unifying materials and pedestrian features. Locate walkway to give the public maximum contact with water's edge and panoramic views of the Bay. Supplement this pedestrian system with a recreation-oriented shoreline transit system.))

Provide and improve a safe continuous pedestrian promenade linking all waterfront open spaces from China Basin to Aquatic Park and Fort Mason. Design the promenade to provide an amenity along the waterfront by installing trees and vegetation that can thrive in the marine environment and sturdy well designed paving and street furniture. Supplement the pedestrian system with a recreation-oriented shoreline transit system that will facilitate public access along the waterfront.

((AQUATIC AND VICTORIAN PARK

Connect and expand these shoreline public recreation areas and emphasize their historic maritime character.))

((HYDE STREET PIER

Continue and expand use as historic, public waterfront recreation area.))

AQUATIC PARK-HYDE STREET PIER (GGNRA)

Because of its protected location and facilities, Aquatic Park is one of the most highly used parks for salt water swimming in the City. Expand public recreation opportunities, including passive and active water-oriented recreation. Add new seating, paving, and street furniture to landscaped areas, and use landscape features that enhance and emphasize the historic maritime character of the area. Provide space for an expanded collection of historic vessels at the Hyde Street pier in a manner that will not impact continued use of the basin for swimming.

((JOSEPH CONRAD SQUARE

Locate a new landscaped public open space at the north end of Columbus Avenue connected to the waterfront with a pedestrian greenway along Leavenworth Street.))

FISH ALLEY ((PLAZA))

((Provide a maritime, leisure-oriented open space for pedestrians at the waterfront and Leavenworth Street.))

Maintain the existing authentic character of Fish Alley north of and parallel to Jefferson Street, which supports a viable commercial fish handling and distribution industry. Improve public access along the wharves. Encourage development of new structures compatible with existing building scale, forms and uses. Maintain and improve view corridors from public rights of way into fish handling areas, the outer lagoon, open waters of the Bay, and back to the City. Provide a maritime oriented plaza and widen sidewalks to accommodate heavy pedestrian use.

PIER 45

((If pier is leased for development, provide a large public open space at the end of the pier. Assure well-defined public access along the length of the pier on both east and west sides.))

NOTE: Use of Pier 45 is being reassessed by the Port Commission. Public workshops are being held on future use of the pier. Maritime, open space, and other uses may be considered. Open space policies for this pier should include findings of the public workshops.

OVERLOOKS

Overlooks with convenient pedestrian access for viewing and fishing should be constructed, usually at grade, whenever possible along the entire waterfront area. ((, including the shipping area between Piers 9 and 35.))

FISHERMAN'S WHARF PLAZA

((Develop a new pedestrian plaza in the Fisherman's Wharf retail area which will provide access to Pier 45. Include cable car turntable and appropriate pedestrian-oriented commercial development.))

NOTE: Use of Pier 45 is being reassessed by the Port Commission.

Provision for public access and open space should be considered during public workshops that will be held to determine future use of the Pier, and Fisherman's Wharf Plaza Area.

NORTH POINT PARK

((Provide a major new shoreline park with continuous open water vistas and maximum access to the water. Incorporate generous planting, sitting and fishing areas.))

Provide and maintain North Point Park north of the Embarcadero extending from the staging area west of Pier 35 to Pier 41. The park area should incorporate generous planting, sitting and fishing areas, and provide continuous open water vistas and maximum access to the Bay. Continue to provide public access along Pier 41.

PIERS 9-35

Consolidate maritime shipping activities in the Northern Waterfront between Piers 9 and 35. If and when all or a portion of the area between these piers and the Embarcadero is released from maritime use, emphasis should be given to development of major open spaces. Extend the pedestrian promenade north from the Ferry Building along the Embarcadero. Provide maximum access along the water's edge.

PIER 7

Develop Pier 7 as a public open space pier. Construct a new pier and provide open and wind-sheltered areas for recreational use. Uses may include

fishing at locations identified for fishing along the pier, as well as pedestrian circulation, environmental education exhibits, and other appropriate uses. Provide seating and include an open-air pavilion or other structure to provide shelter from prevailing winds and a place to enjoy the pier during periods of inclement weather. If feasible, provide short term tie up and docking for small pleasurecraft along a portion of the the pier to promote maritime use and add vitality to the pier, and allow short-term docking of ceremonial craft, such as Navy ships, in the vicinity of the Pier.

FERRY PLAZA ((EAST)) AND JUSTIN HERMAN PLAZA

Improve the visual and physical connection between the city and the Bay. Reinforce recreational use of the Ferry Building area as terminus of Market Street and terminal for commuter and recreational ferry boats. Remove the elevated Embarcadero Freeway and existing surface parking, and realign the Embarcadero roadway, creating a plaza that creates a strong urban design setting for the Ferry Building as the terminus of Market Street. Improve physical access to the waterfront by creating major linked landscaped open spaces at Pier 1, on the existing BART platform, and at the Agriculture building. Provide a mixture of commercial and noncommercial marine oriented recreation opportunities. ((Develop a major plaza on the BART platform for pedestrians and some commercial-recreation activities.))

EASTERN SHORELINE PLAN

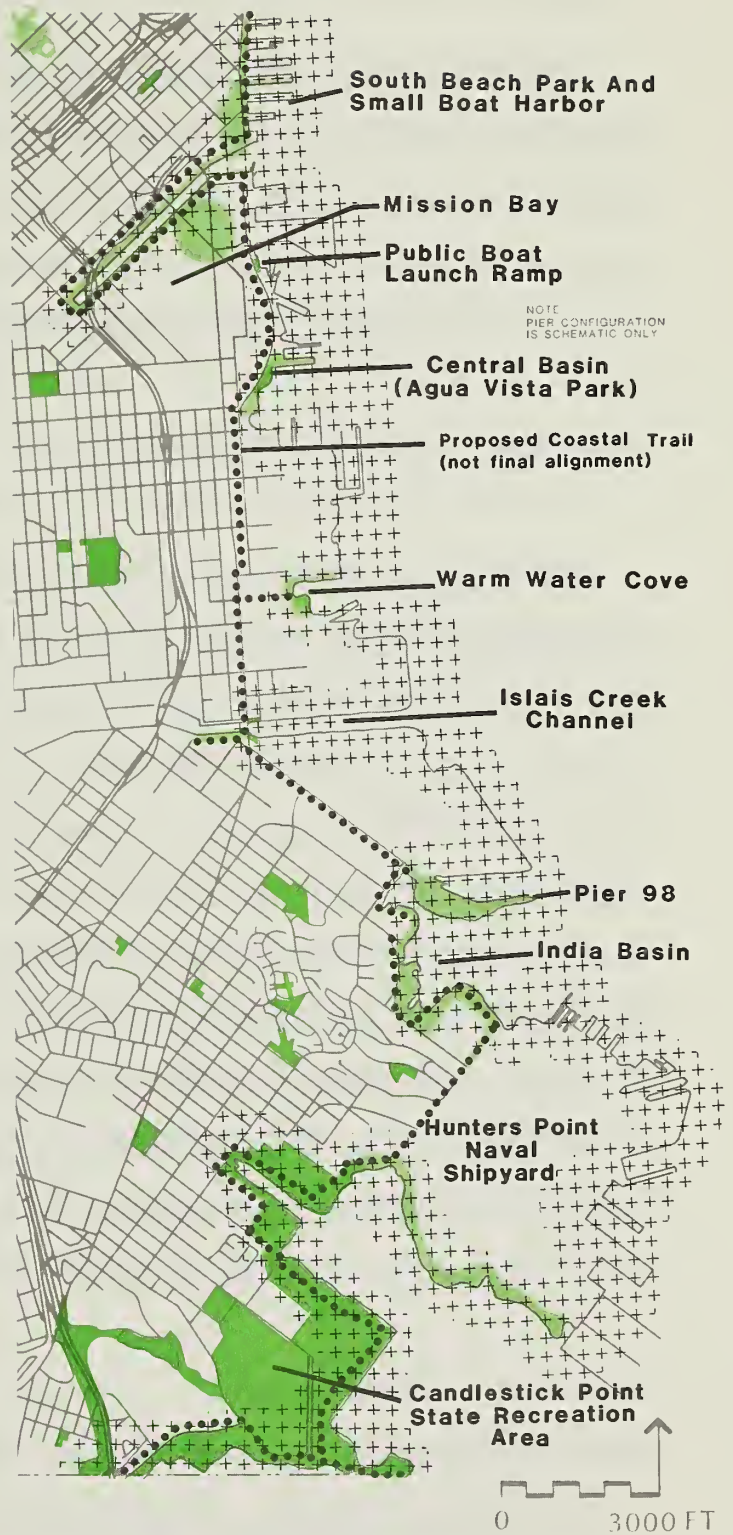
Specific policies for each site are intended to supplement the more general objective and policies for the shoreline. In addition, the guidelines for new recreational development stated under the heading 'Northern Shoreline Plan' should also apply to the Eastern Shoreline. The Eastern Shoreline is shown on Map 3.

CONTINUOUS WATERFRONT PROMENADE

Using design elements similar to those of the promenade between the Ferry Building and the Bay Bridge, continue constructing a pedestrian-oriented promenade along the waterfront. Provide for continuous pedestrian and bicycle movement along the Embarcadero, extending from Fort Mason to China Basin Channel. Maintain visual continuity along the waterfront and create a variety of water-edge experiences. Encourage fishing and other active water-oriented uses along appropriate areas of the promenade by installing and maintaining water taps, and basins to facilitate cutting bait and cleaning caught fish. Provide appropriate street furniture and landscape elements, including trees and other vegetation to provide scale, frame views of the Bay, and create a pleasing environment along the shoreline.

OVERLOOKS AT PIERS 36-38, 40-42

Provide safe and comfortable grade level or elevated viewing areas on land between piers for observing Port activities. Include seating and display areas explaining Port activities and history.



Map 3
EASTERN SHORELINE PLAN

RINCON POINT

Create a new 4.8 acre public park at Rincon Point at the Base of Folsom Street by rerouting the Embarcadero to Stewart Street between Howard and Harrison Streets. Orient the park to the Bay and provide large grassy open areas, hard surfaces, and a mixture of facilities to meet the recreation preferences of nearby residents and downtown office workers.

SOUTH BEACH SMALL BOAT HARBOR AND PARK

Create a new 6.8 acre public park and small boat marina east of the Embarcadero Roadway. Provide broad lawn areas and landscaped grounds. Remove piers 42, 44, 46a and portions of Pier 40, creating a sheltered small boat harbor that can accommodate 700 boats. Include a public boat launching ramp in the development if possible. Redevelop pier 40 to provide facilities required for the small boat harbor, and provide public access for viewing, fishing, and other activities along the pier. Include provision for a bicycle trail and pedestrian promenade linking open space along the waterfront, as well as the recreation-oriented public transit line that is being considered for the waterfront. The greatest portion of the park should be a gently sloping well landscaped lawn area designed to accommodate individuals and coordinated group activity, and permit a variety of recreational opportunities.

CHINA BASIN CHANNEL

NOTE: Redevelopment of China Basin and the Mission Bay area is being considered. Provision for public access to the shoreline and open space should be considered during the planning process to determine the future of China Basin and the Mission Bay area.

((Provide approximately nine acres of new recreation areas for the public along the channel shoreline. The recreation areas should be clearly marked and conveniently accessible to the public. Channel waterfront development should increase the opportunities for public access to the water's edge with a maximum interface of land and water.

In the future the area south of the channel may be converted to a large, multiple-use development. Should this happen, the channel should play a major role in the new development and a new plan for the channel as a recreation asset should be undertaken. Shoreline designated for open space should be stabilized with bank reconstruction, running piers or quays. In the interim the channel area's special amenities should be preserved and priority given to incremental development that will be compatible with long-range objective for the shoreline.))

MISSION ROCK, PUBLIC BOAT RAMP

Permit maximum recreational use of existing public boat ramp in conjunction with Port activity. Stabilize the shoreline as required. Provide additional informational signing to encourage maximum recreational use of the existing area. Retain the public boat ramp, and regrade and landscape the area to promote increased public use and enjoyment. As opportunities arise, enlarge the area along the shoreline for public access.

((If future Port development necessitates, replace recreation site with equivalent elsewhere on eastern shoreline.))If development of port facilities require use of this site and alteration of the existing open space, replace the Pier 54 public boat ramp with equivalent or enhanced facilities elsewhere

on the eastern shoreline. Provide adequate parking designed to serve vehicles with boat trailers.

CENTRAL BASIN-- AGUA VISTA PARK

((Develop a major, twelve-acre public waterfront park on the Bay shoreline generally between Sixteenth and Eighteenth Streets.)) Maintain and expand Agua Vista park. Allow some fill, using materials such as beach sand, ((should be allowed)) if necessary for public recreation. Plant and maintain landscape materials suitable for the waterfront setting. Provide additional informational signing, and seating areas, to encourage additional use.

((Priority should go to development of large waterside areas for beach, park and picnic facilities with continuous, safe public access. A public marina for small boats, fishing facilities and a landing for a recreational ferry should be provided as needed in the future.))

WARM WATER COVE

((Improve and develop cove shoreline generally between Louisiana Street extended and the water for an eight-acre public park with fishing as the primary recreation use.))

((Limit fill to a minimum amount needed to achieve recreation objectives. All maritime and recreation fill or pier construction at or adjacent to the cove should preserve the natural and man-made ecological factors that make the cove desirable for fishing. These factors include maximum open water and circulation into and out of the cove to prevent stagnation, a warm water flow that is compatible with water quality standards and a placid and quiet atmosphere with views of the Bay.))

((Public access to the cove should be via Twenty-fourth Street which should be improved and landscaped as part of the public park development.))

Improve the park site and cove shoreline along the Bay east of Louisiana Street with shoreline fishing as the primary recreation use. Any fill placed at or adjacent to the cove should retain and enhance the natural and man-made factors that make the cove desirable for fishing. These factors include maximum open water and circulation into and out of the cove to prevent stagnation. Create a more interesting park landscape by regrading the site to maximize Bay views, and improve the soil as required to permit more vigorous vegetation growth. As opportunities arise, expand parkland to include a waterfront picnic area west of Maryland Street. Continue to provide public access to the cove from Twenty fourth-Street. Provide a consistent level of maintenance for landscaped and developed areas.

ISLAIS CREEK

((Stabilize shoreline and develop small parks with well-defined public access to banks at bridge. In the event that the turning basin area is not needed for LASH activities and that adequate safety for pleasure boating can be assured, develop for recreational use with small boat harbor and enlarged shoreline park.))

Continue to provide well defined public access to the banks of Islais Creek at the Third Street bridge. Contingent upon development of a train trestle along the channel, construct a broad public access boardwalk along Islais Creek that provides area for fishing and public enjoyment. Maintain and enhance view corridors along Islais Creek to the Bay.

PIER 98

Pier 98, a narrow spit of land extending about 2,400 feet into the Bay at India Basin, available for public access, consists primarily of fill placed there for a new Bay bridge--the Southern Crossing-- that was once proposed for the site. Make most of the Pier south of Jennings Street available for public shoreline access. Site improvements could include a trail system, seating and picnic tables, and wildlife observation areas. The site supports a significant seasonal shorebird and wildlife population. In development and use of the site maintain wildlife values on the site's upland and the tidal mudflats.

INDIA BASIN

((Develop Basin into a major forty-six acre public waterfront park with small boat harbor and marine-oriented recreation facilities. Preserve as large a body of open water as possible. Retain boat-yard uses and permit appropriate water-oriented commercial uses. Insure visual and physical public access from India Basin Recreational Area to landscaped shoreline of the LASH terminal.))

Retain existing privately operated boat maintenance and repair yard uses and permit appropriate water oriented commercial uses. Develop the basin with a waterfront park and shoreline access strip and permit marine-oriented commercial recreation facilities. Permit development of a small boat marina with related facilities. If a private marina is built, recommend construction and maintenance of a public boat launch facility. Ensure maximum public access along the shoreline and provide well-marked pedestrian and bicycle trails. Create grassy picnic areas and reserve vistapoints with good views

over the Bay and to the downtown area. Enlarge the shoreline park as the opportunities to do so develop.

CANDLESTICK POINT

((Create a major new eighty-five acre shoreline park built around a man-made cove with beach and marina facilities. Allow fill for recreation development and preserve the remaining platted area as permanent open water. Design park areas to separate active from passive recreation activities. Permit some commercial recreation that is compatible with marine-oriented recreation.))

Encourage and facilitate implementation of the Master Plan for development of the 171 acre Candlestick Point State Recreation Area, which extends from the County line north to Shafter Avenue along the Bay shoreline. The State's Master plan calls for enhancement of wildlife habitat, development of water-oriented as well as other active and passive recreational uses.

The natural marsh is to be restored near the mudflats at the north end of the park. Native trees, shrubs, and ground cover are to be planted in upland areas to recreate the indigenous vegetation of the Bay region. The Plan calls for construction of an interpretive center to promote environmental education. The plan also calls for creation of an island off-shore to provide a resting place for migratory birds. Another passive recreation area is planned at the south-east end of the park at 'Sunrise Point'. The plan calls for construction of hiking trails throughout the park.

Jogging trails will link up with an exercise concourse. A separate network of bicycle trails will connect the various activity centers of the park, and skirt the Bay shoreline. The plans also call for development of a community garden center, picnic areas, a campground with facilities for

overnight group camping, fishing piers and swimming beaches. A community cultural and recreation center will also be provided.

The plan provides for development of a number of water oriented uses. A marina complex is planned with space for a ferry landing and concessions, slips for permanent as well as day-time boat tie-up. The marina would include a lagoon for sailboats and other non-powered craft as well as a restaurant and snack bar.

((CANDLESTICK--)) BAYVIEW HILL

((Develop entire shoreline from Candlestick Point south to county line into marine-oriented linear park.)) Improve ((and expand)) Bayview Park and make it more accessible to the public for recreational purposes. As private development occurs along the periphery, orient that development in ways that will activate the park.

POLICY 4

Preserve the open space and natural historic, scenic and recreational ((character)) features and values of the Presidio.

To many San Franciscans, the Presidio is one of the most important and historic open spaces in the City. Part of the Golden Gate National Recreation Area, GGNRA, Presidio lands are jointly managed by the National Park Service and the US Army. The National Park Service is responsible for preserving the Presidio's natural setting, and protecting against development that would destroy its scenic beauty and natural character. Jurisdiction of Baker Beach

and a part of Crissy Field has been transferred to the National Park Service. Jurisdiction of a 10-acre area just east of Long Avenue, currently being used as a motor pool and storage area, should be transferred to the National Park Service as soon as possible. Any portion of the Presidio declared excess to Army needs is to be transferred to the National Park Service. The Presidio open space lands are shown in Map 4.

In order to preserve open space and enhance the unique historic, scenic and recreational qualities of the Presidio, the following guidelines should be used as a basis of City review of development and land use changes in the Presidio:

1. New construction in the Presidio should occur within the existing developed area. No new construction should occur in the area designated for open space.
2. Development and improvements in the Presidio should conform to the City's ((Comprehensive)) Master Plan.
3. No additional housing units should be constructed in the Presidio.
4. No new structures should be built that would encroach on or alter the scenic beauty and natural character of the waterfront. Existing structures or corporation yards in the waterfront zone no longer required for the Presidio's use should be identified in the Presidio Master Plan for vacation and should be converted to park use or demolished.

5. Historic buildings should be preserved. The Presidio has been declared a National Historic Landmark and 300 historically significant structures have been identified.

6. A mixture of naturalistic grassland and forest should be maintained in existing open space areas. The Presidio's forestry management plan should promote a balanced approach to maintenance of the forest resource and restoration of the native vegetation communities.

7. The recreation trail system should be maintained and improved. The system should include well designed and marked hiking and bicycle trails through the Presidio. Points of historic interest should be marked.

8. All leases of the Presidio lands should conserve and protect the natural resources and aesthetics of the Presidio.



SHORELINE ZONE
Shoreline guidelines apply

PRESIDIO LAND ZONED AS OPEN SPACE

PRESIDIO LAND ZONED FOR DEVELOPMENT

PROPOSED NEW CONSTRUCTION

THE GOLDEN GATE NATIONAL RECREATION AREA

AREA UNDER ARMY JURISDICTION
Recommend transfer to GGNRA

MAP 4
TITLE PRESIDIO OF SAN FRANCISCO



Holly Park, Bernal Hill

The Citywide System

OBJECTIVE

DEVELOP AND MAINTAIN A DIVERISIFED AND BALANCED CITYWIDE SYSTEM OF ((CITYWIDE RECREATION AND OPEN SPACE.)) HIGH QUALITY RECREATION FACILITIES AND OPEN SPACE.

Citywide parks and recreational facilities in San Francisco offer a variety of opportunities to city residents and visitors alike. Unlike neighborhood facilities which aim at a basic level of service in every community, citywide facilities tend to be larger or specialized; each is oriented to a single site, program, or activity. Because of this specialized nature of citywide recreational facilities, diversity and balance are important objectives in the citywide system.

Golden Gate Park is the keystone of the citywide system because of its size, and the specialized landscape elements and recreational opportunities available within the park. Although primarily undeveloped at present, John McLaren Park is also a major component of the citywide system. Other large landscaped city parks, hilltop open spaces, waterfront parks and plazas are highly visible elements in the citywide system.

All parts of the citywide system should supplement each other by providing a wide choice in recreational activities. New facilities should not duplicate services offered in other citywide parks unless demand for some facilities warrants duplication to prevent overcrowding at existing locations. As new programs and facilities are proposed, their locations should be selected to

correct any imbalance resulting from popular attractions located in a few parks. Landscaping and capital improvements projects, over and above those required to maintain the existing system, should be aimed at improvements which will make certain parks or programs more attractive so that overload may be eased.

A balance should also be maintained between citywide and neighborhood facilities. Although modest expansion of the citywide system is called for in this plan, particularly on the shoreline, expansion of the citywide system should not be achieved at the expense of neighborhood facilities and programs. Resources should be allocated in such a way that citywide and neighborhood facilities are maintained at an equally high level.

Maintenance and accessibility policies apply to all park and recreation facilities in the City. This helps to assure that city parks may be enjoyed by all segments of the public.

Achieving a balanced and diversified citywide recreation system also depends on citizen participation. Just as neighborhood groups help determine what programs and activities are to be offered in neighborhood facilities, so should citizens play a major role in determining additions, improvements, and changes in the citywide system.

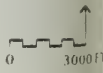
POLICY 1

Provide a well balanced, and equitable distribution of parks, open space and recreation facilities throughout the City.

There are two components to this policy. The first is that there should be enough parkland and open space in total to serve the City's population. The second is that parks and open space should be evenly distributed throughout the City so that people do not have to travel farther too far to reach them.

The San Francisco Recreation and Park Department currently owns and manages over 3,300 acres of parkland, or about 4.9 acres per 1,000 San Francisco residents, based on the 1980 census. In addition the State and Federal Governments own and maintain parks and recreation areas within the city. This compares favorably with a nationally recognized standard developed by the National Park and Recreation Association that calls for 4 to 5 acres of parkland per 1,000 population in urban areas. The City's goal should be to continue to provide the same ratio of open space (4 - 5 acres/1,000 people) in planning for future parkland requirements.

Much of San Francisco parkland acreage is composed of a few large citywide parks and open spaces. However, about one half of the City's parkland and open space is made up of smaller neighborhood parks and recreation facilities. Publicly owned parkland and open space is shown in Map 5. Generally, the City's parkland is well distributed. However, some parts of the City have more parks and open space than other areas. The City should work towards improving the distribution of parkland and open space throughout the City.



CITY OWNERSHIP

- Recreation And Park Department
- Other City Departments

STATE OWNERSHIP

- Candlestick Point State Recreation Area
- Other State Property

FEDERAL OWNERSHIP

- Golden Gate National Recreation Area (GGNRA)
- Other Federal Property

NOTE: BECAUSE OF THE SCALE OF THIS MAP IT IS NOT POSSIBLE TO SHOW PRECISE BOUNDARIES OR EXCEPTIONALLY SMALL OPEN SPACES

Map 5

PUBLIC RECREATION AND OPEN SPACE OWNERSHIP

The "service area" concept is key to providing equitable distribution of parkland. A park attracts people from a "service area", the area that prospective users are willing to travel to reach it. The service area varies by the size and type of park or recreation facility. Depending on a park's size and features, it may accommodate organized field sports and other forms of active recreation, more passive recreational pursuits, or a combination of activities. These features may attract different user groups from the service area. For the purpose of this planning report, user groups are defined as pre-school, school age children, teens, adults, and senior citizens.

Generally a large park with many features has a larger service area than a small park. In some instances, a small but well-designed and maintained park may serve people travelling from a greater distance than a larger park with less desirable features. Similarly, a park, recreational facility or public open space may not have the recreational facilities that fully satisfy the needs of the surrounding community. However, the important prerequisite is having a park site suitable for recreational use. Once the site is available, the property may be programmed and developed to fulfill the needs of nearby potential users.

Depending on size and facilities, parks are categorized as citywide parks and open spaces, district, neighborhood, and subneighborhood (mini) parks.

Citywide Parks

Citywide parks are spaces that may vary in size, from small areas with unique features to large parks. Citywide parks should be provided throughout the City wherever particular natural or scenic features warrant or wherever

park use constitutes the best and most economical use of particular lands. Characteristically, they contain unique features which may include forested areas, fields and open landscapes, water features, and vista points. They may also contain facilities for specialized active recreation requiring large areas, such as golf, boating, day-camping, horseback riding and bicycling.

Because of the specialized nature of citywide parks, they may attract people from the the entire city, and from the region. Citywide parks that have facilities such as playfields, recreation centers, playgrounds and totlots may also be heavily used by the nearby neighborhood residents. Areas within 1/2 mile of neighborhood serving citywide parks, about a 10 minute walking distance, are within the park's service area.

Hilltops and shoreline open space are also categorized as citywide open space. However, because these types of open space offer specialized and more limited recreation options, they are assigned a smaller service area.

District Parks

District parks are major open spaces, usually larger than 10 acres, and serve more than a single neighborhood or community. District parks usually contain playfields and recreational facilities for active use. The playfields are designed primarily to accommodate students and adults, and provide facilities for organized team sports.

District parks may also include indoor recreation facilities for swimming, basketball and other active, as well as more passive pursuits. People usually travel up to 3/8 mile to reach a district park, or about 7 to 10 minutes in walking time.

Neighborhood Parks

Neighborhood parks primarily serve a single community or neighborhood and are usually 1-10 acres in size. Preferably they should be at least 4-5 acres in size to afford a variety of landscape and recreation experiences.

Neighborhood parks are designed to accommodate all user groups, from pre-school through seniors. They are landscaped, contain areas of scenic interest that are natural or man-made, and provide for passive and active recreational pursuits, not requiring organized programs.

Neighborhood parks usually have playground areas containing a playlot, apparatus area and turf play area. They may also contain playfields and/or athletic facilities to accommodate school age students as well as adults. Areas used for active recreation should be landscaped in a parklike manner and be attractive to all users, and provide amenity to the surrounding neighborhood. People will usually travel 1/4 mile, or about a 5-7 minute walking time to reach a neighborhood park.

Subneighborhood Parks and Open Space

Subneighborhood parks and open space are usually used by the residents of the immediately adjacent area. Athletic facilities are usually not available in these smaller parks which in most cases are less than one acre in size. Subneighborhood parks are designed primarily for pre-school and school age children, accompanied by a supervising adult. They frequently include a totlot or playground.

Totlots are designed primarily for children of pre-school age and may contain a sandbox, play apparatus, and sitting areas for adults. Playground facilities are designed primarily for children of elementary school age and contain a playlot, apparatus area, turf play area, as well as areas for active sports, games and landscaped parklike areas.

Subneighborhood parks also generally provide a small landscaped space with seating areas for all area residents to enjoy. People usually walk up to 1/8 mile, to reach small sub-neighborhood parks and facilities.

PARKLAND DISTRIBUTION

Existing City parks and publicly owned open space and their service areas are shown in Map 6. Areas that fall outside of the service areas of existing parks and open space are not equitably served by City recreation and park



EXISTING PUBLIC OPEN SPACE

OPEN SPACE SERVICE AREA Areas within acceptable walking distance

NOTE
BECAUSE OF THE SCALE OF THIS MAP
IT IS NOT POSSIBLE TO SHOW PRECISE
BOUNDARIES OR EXCEPTIONALLY
SMALL OPEN SPACES

Open Space Category	Size in Acres	Service Area in miles
	varies	
Citywide	1 - 1000	1/2
District	over 10	3/8
Neighborhood	1 - 10	1/4
Subneighborhood	less than 1	1/8

facilities. In itself this may not always pose a problem. Some of these areas may be well served by private open space, as is the case in low density residential districts. In other areas, people may have a high level of mobility and be able to travel further to reach parks and open space. Still other areas may have very low user populations. The latter is true in low intensity industrial areas of the City.

However, the lack of nearby parks and open space is a problem in areas of the City where a number of economic and social factors work together to severely limit access of residents to recreational opportunities. These areas are identified in the Neighborhood section of this plan element. New park sites should be considered primarily in areas that are not adequately served by existing park and open space facilities. In all cases where new parks, recreation facilities and capital improvements are being considered, their precise location should be determined by such factors as proximity to population concentrations, neighborhood need, topography, ease of access, visability and the desirability of the property for recreation and park uses.

POLICY 2

Preserve Public Open Space.

San Francisco's public open space system is fairly extensive. It ranges from large parks to undeveloped street rights-of-way. Much of the system is under the jurisdiction of the Recreation and Park Department. In addition to this land, a significant portion of the public open space in San Francisco is

only informally part of the city's park and recreation system. This open space is held by a number of public agencies and is also either used for recreation or appreciated for its natural qualities, but is neither a park nor a playground. Open spaces in this second category include certain reservoirs, grounds of public institutions, forts, land for slope and view protection, roadway landscaping, alleys, dedicated public walkways and undeveloped street rights-of-way. Open spaces such as these are a very important part of the city's open space system. They supplement playgrounds and parks and are a major visual asset.

Development sometimes threatens public open spaces regardless of whether or not it is a formal part of the City's system. While few city parks have been lost in their entirety to other uses, a((A))most all public open space at one time or another has been viewed as a source of vacant land for new construction. The shortage of vacant sites and the intensity of development in San Francisco produce pressures on the city's public open space. These same factors generate considerable demand for open space and leave few opportunities to expand the open space system. Consequently, it is essential that the city preserve the public open space which remains.

Despite general agreement on the need to preserve public open space, over the years developments may indeed be proposed on public land designated as open space in this plan. It is anticipated that the most persuasive arguments in favor of development will be based on the "public value" of the proposed development. The public value will differ among proposals, and a determination of this value as compared with the value of open space will be

difficult. In order to assist in this determination, four types of potential development proposals have been identified. If proposals for these types of development occur, the following policies should be applied:

NONRECREATIONAL USES

Proposals for nonrecreational uses in public parks and playgrounds may arise in the future. Some may be for public facilities such as parking garages, streets and buildings, and for private or semi-public facilities. Development of this kind in parks and playgrounds should, without exception, be prohibited.

RECREATION AND CULTURAL BUILDINGS

Many San Francisco neighborhoods need more gymnasiums, swimming pools and other indoor facilities. Citywide recreation and cultural facilities also require new buildings and room to expand. The scarcity of sites, the high cost of land together with the recreational nature of such facilities make parks and playgrounds frequent candidates as sites for recreation and cultural buildings.

This situation is often in conflict with the need to retain outdoor open space. The value of parks and playgrounds in a highly developed city like San Francisco is immeasurable. San Francisco's neighborhoods are densely populated, and many residents have no access to open spaces other than that provided by the city. Even in those areas with private yards, city parks make neighborhoods more livable. San Francisco's parks and playgrounds are a great asset to the city. Building in them results in a loss of open space which can rarely be replaced.

The city's policy should be made clear: where new recreation and cultural buildings are needed they should be located outside of or adjoining parks and playgrounds. Open space in parks and playgrounds should not be diminished except in a few unique cases. Examples of such cases include the Zoo, which requires special indoor facilities, and John McLaren Park ((and Crocker-Amazon Playground)) which are underdeveloped and may be good sites for new recreation facilities designed to relieve pressure on overused parks.

This policy is not intended to disregard the importance of indoor recreation facilities. It is recognized that a properly balanced recreation and open space system combines both indoor and outdoor programs and open space. San Franciscans, however, should not be put in the position of developing indoor facilities at the expense of valuable open space. When new indoor facilities are required, the city should be prepared to allocate funds for land acquisition as well as for construction. The Recreation and Park Department should not have to reduce the amount of open space in parks and playgrounds in order to avoid buying land for new indoor recreation facilities. The same holds true for cultural facilities.

Proposals for additions onto existing recreation and cultural buildings in parks and playgrounds should be evaluated by the same process as that outlined below for supporting facilities.

SUPPORTING FACILITIES

Many of the sites designated for recreation and open space in this plan are under the jurisdiction of public agencies other than the Recreation and Park Department and are intended primarily for public uses other than

recreation. In these cases open space and recreation are intended by this plan to be secondary to the prime use. Examples are underdeveloped street rights-of-way, property on or adjacent to reservoirs and grounds of public institutions.

In these cases it is anticipated that requests for supporting facilities of various types may arise. These proposed facilities may be necessary to perform the public function of the particular agency holding the land designated as open space. In order to provide a basis for a decision in these cases, the agency proposing the supporting facility should make public the following material:

- o information demonstrating that the facility proposed is necessary to provide the public service of the agency holding the site in question;

- o sufficient proof that alternative sites have been studied and that the proposed facility can be located only on the site in question;

- o a study which assesses the effects of the proposed facility on the site in question and on the surrounding neighborhood.

Since the purpose of the guidelines is to preserve public open space, the city should not approve projects which are not demonstrated to be necessary by the information submitted, nor should it approve projects whose effects have not been thoroughly assessed. Approval should be based upon the information submitted and on conformity of the project with the ((Comprehensive)) Master Plan. Upon approval, the city may request the agency to meet certain design criteria and performance standards which insure such conformity.

SURPLUS PUBLIC LAND

Occasionally public agencies find some land surplus to their needs. When public land becomes surplus to one public use, the ((Comprehensive)) Master Plan states that it should be reexamined to determine what other uses would best serve public needs. The ((Comprehensive)) Master Plan gives priority to direct public uses that meet either immediate or long-term public needs. One of these uses is recreation and open space. In cases where public land that is declared surplus is designated as open space in this plan, the policy is clear: open space should take priority over other public uses and, where necessary and desirable, jurisdiction over the surplus land should be transferred to the Recreation and Park Department. In cases where surplus land is not designated for open space, the site should be evaluated for its usefulness for a number of public uses, including open space and recreation.

NATURAL AREAS

Several parks and open spaces within the City contain areas that are relatively undisturbed and remain in a nearly natural state. These areas provide a variety of environments for native flora and fauna. They include natural areas within Golden Gate Park, forested areas, grassy open fields and hilltops, and mud flats, beaches and sand dunes, as well as fresh water lakes. These areas support the more common indigenous flora and fauna and may provide habitat for rare or endangered species. These natural areas should be identified and protected from change that would alter the habitat, or promote growth of non-native species. Native plant habitats should be preserved and efforts undertaken to remove exotic plant species from these areas.

POLICY 3

Preserve Solar Access to Public and Open Space.

Solar access to parks and open space should be protected. In San Francisco, presence of the sun's warming rays is essential to enjoying open space. This is because climatic factors, including ambient temperature, humidity, and wind usually combine to create a comfortable climate only when direct sunlight is present. Therefore, the shadows created by new development nearby can critically affect the utility of the open space.

This is particularly a problem in downtown districts and in neighborhoods immediately adjacent to the downtown core, where there is a limited amount of open space where there pressures for new development, and where zoning controls allow tall buildings. But the problem potentially exists wherever tall buildings near open space are permitted.

City-owned parks and open spaces are now protected by Proposition K which prohibits the City from issuing a building permit authorizing construction of any structure exceeding 40 feet in height that would shade any property under the jurisdiction of, or designated for acquisition by, the Recreation and Park Commission. Construction that would shade these properties from between one hour after sunrise to one hour before sunset could not be permitted, unless it is determined that the impact on the use of the property would be insignificant.

A number of other open spaces are under the jurisdiction of other public agencies, or privately owned and therefore not protected by Proposition K. They should be given other forms of protection to assure solar access for these open spaces for the hours of most intensive use.

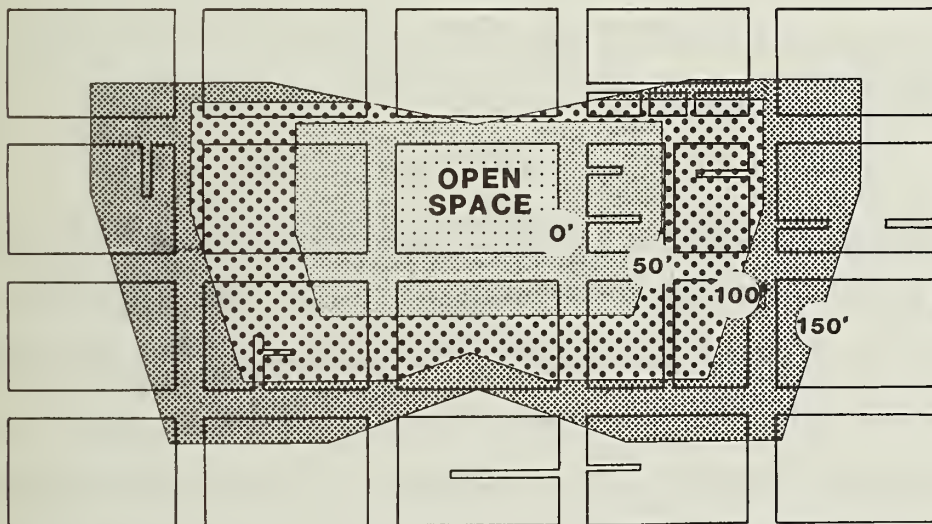


Figure 1
SOLAR FAN

-  0 - 50 FT
-  50 - 100 FT
-  100 - 150 FT

A solar fan is a funnel-like plane surrounding a protected property and ascending outward from that space. The shape and area covered by a plane is specific to a particular protected property. For the purposes of Proposition K, solar fans are formed by the sun angles between one hour following sunrise and one hour preceding sunset for all 365 days in the year. These solar fans also take into consideration: 1) the topography; 2) existing building configurations and heights; and 3) a 40 foot imaginary wall on the properties immediately surrounding the protected property. A generic solar fan is shown in Figure 1.

The fan divides the air space surrounding the protected property into two parts. The part above the plane of the fan establishes a clear space for the sun rays to reach the protected property. If any structure exceeds the height set by the plane it would obstruct sun rays and cause additional shadows on the protected property. Conversely, any structure whose height would be less than or equal to the height of the plane would not cause additional shadows on the protected property.

POLICY 4

Make better use of existing public open space by improving recreational conditions.

Better use of existing parks and open space may be made by:

- o Eliminating nonrecreational uses in parks and playgrounds.
- o Reducing automobile traffic in and around parks.
- o Making parks, recreational facilities and public open space more accessible

NONRECREATIONAL USES

The City should gradually eliminate nonrecreational uses in parks and playgrounds. In the past parks and playgrounds have been used as sites for public facilities such as libraries, fire and police stations, sewer plants and schools. Undoubtedly, the public need for these was great at the time of their construction and many are still essential. But as nonrecreational facilities such as these become obsolete, the city is faced with the decision to renovate them or to relocate them altogether.

In cases where it is possible to provide services elsewhere, it should be the city's policy to eliminate nonrecreational uses in parks and playgrounds, demolish the facility and return the site to open space and recreation. If the facility can be successfully converted to recreational use, then reuse could be an alternative to demolition. The city should not, however, permit the reuse of such facilities for other nonrecreational purposes. The same policy should apply to the reuse of obsolete recreational facilities.

In cases where it is not presently possible to provide services elsewhere, the city should simply maintain the facility with minimum capital improvements and should not permit the expansion of nonrecreational facilities in parks and playgrounds.

AUTOMOBILE TRAFFIC

Roads in and around San Francisco's parks are used both by through traffic and by people enjoying the parks. As demand for each intensifies, the conflict between the two uses grows. This conflict should be resolved in favor of park users because heavy or fast traffic endangers pedestrians, cuts access to open space, damages plant life and reduces the pleasure of being in parks. The following methods of reducing traffic in and around public open space are consistent with the urban design and transportation elements of the Comprehensive Plan and should be applied where possible:

- o Discourage nonrecreational travel in and around public open space by diverting through traffic from park roads onto major and secondary thoroughfares located at sufficient distance from major open space.

- o Reduce the capacity of park roads and redesign existing park roads for leisurely, scenic driving. Permit continued use of existing park roads for recreational driving where it does not limit pedestrian use and enjoyment.

- o Close off park roads to automobiles on a part-time basis in order to return parks to recreational use. Expand into full-time street closing where possible. Increase weekend street closings for use by pedestrians and bicyclists.

- o Prohibit construction of new roads in developed public open spaces.
- o Encourage walking, and the use of bicycles and public transit for recreational travel.

ACCESS

The City should ensure that parks and recreation facilities are accessible to all San Franciscans, including persons with special recreation needs. These may include seniors, the very young, people with disabilities. In order to achieve this policy, park and recreation facilities should be planned and programmed for people with special recreation needs in mind.

Recognized design standards for the disabled should be reviewed and employed for all construction in order to facilitate use and enjoyment by persons with disabilities. Design standards for the elderly, and for young children should also be employed to accommodate the specific needs of these user groups. In all new construction, facilities should be constructed consistent with the appropriate design standards. Similarly, as parks and facilities are renovated, these same design standards should be applied. Facilities which do not meet the standards should be identified and necessary modifications should be programmed as priority items, and implemented as funds become available.

Special recreation programs are also needed for groups and individuals whose particular recreation needs are not ordinarily met at existing Recreation and Park facilities, or in existing programs. Some programs are now available.

However, if new or extended programs are offered, additional professionally trained staff and facilities may be required. In addition, transportation programs may be required to bring individuals and groups with special needs to the facilities.

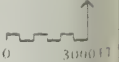
POLICY 5

Acquire additional citywide open space for public use.

San Francisco has an extensive system of public open space owned by the Recreation and Park Department, other City agencies, and the State and federal governments. If the publicly owned land identified in this plan is preserved as open space, San Francisco's citywide system will be relatively extensive. However, additional citywide open space should be acquired and or developed in certain areas, particularly along the eastern waterfront, for public use and enjoyment.

Citywide open space sites identified as desirable for acquisition or development are shown in Map 7. The map also identifies some general areas where parks and open space is needed but where specific sites have not been identified. These areas should be given priority for acquisition and development of park and open space.

In determining the sequence of park site acquisition, priority should be given to acquiring sites identified in the plan which are threatened by development. In some cases parcel or parcels indicated for acquisition are in



PUBLIC RECREATION & OPEN SPACE

■ Retain Outdoor Open Space , Preserve Natural Qualities , And Where Appropriate Convert To Public Recreational Use

PROPOSED PUBLIC RECREATION & OPEN SPACE

■ Acquire For or Convert To Public Recreational Use

○ Provide New Open Space In The General Vicinity

NOTE :
BECAUSE OF THE SCALE OF THIS MAP
IT IS NOT POSSIBLE TO SHOW PRECISE
BOUNDARIES OR EXCEPTIONALLY
SMALL OPEN SPACES

Map 7 CITYWIDE RECREATION & OPEN SPACE PLAN

active use. In those cases, acquisition and development may be delayed until change in use or tenancy occurs. Alternatively, the property may be acquired and leased back to the tenant, or maintained until development for recreation use would be beneficial. In this way, public ownership of properties identified in this plan could be assured while limiting financial impacts to current property owners or tenants.

If an application is made to develop a privately owned site proposed for open space acquisition in this plan and the Recreation and Park Commission is not prepared to proceed with the purchase of the site, the City should proceed to process the application. If development actually occurs, the site should be deleted from the map.

POLICY 6

Require usable outdoor open space in new residential development. Encourage creation of recreational space in existing development.

As development intensifies, greater demands are placed on citywide and neighborhood parks and public open space. The public system cannot be expected to keep pace with growth and acquire all the additional open space needed. Private development should also be responsible for providing open space.

A number of mechanisms may be used, as described below.

Requiring Private or Common Usable Open Space on Site

Policies in the urban design element of the ((Comprehensive)) Master Plan call for the provision of public open space in major new development; zoning requirements carry out these policies. ((For example, downtown zoning bonuses encourage creation of plazas in commercial developments and low- and medium-density residential zoning requires usable open space but no such requirement has yet been applied to higher density residential districts. It is in these districts where the greatest intensification can occur and where there is a tendency to overcrowd existing public open space.))

In order to improve living conditions in each residential building and the quality of environment in San Francisco as a whole, the City should continue require that all new residential development provide usable outdoor open space. This space need not be accessible to the general public; rather it should be designed primarily to serve the residents of the development in which it is located. The amount of open space provided should increase with the size and density of the development. In lower density districts this open space can generally be provided in the form of a required ground level rear yard, or front and side yard setbacks. In higher density residential development, some of the required open space could be common usable space, provided in building courtyards at grade-level, as well as at terrace, and rooftop level locations. Common open space should be available at no cost to

all building tenants. Balconies can also provide some usable outdoor space directly accessible to dwelling units. In addition, other areas on or off the site can be developed to respond to residents' recreation needs. Recreation facilities developed in residential developments should be selected to meet the primary recreational needs and preferences of the residents.

In some cases, factors such as topography, wind or sun access may make open space in the form of open air atriums or decks more useful than ground level back yards. These open space alternatives should be encouraged only where they will not diminish light and air to adjacent properties or views. The guidelines in Figure 2 should be employed in the design of various kinds of residential open space.

New recreational space can also be created in existing development. ((Indoor space,)) Rooftops, adjacent properties, portions of parking areas can often be converted to usable recreation areas. This kind of conversion furnishes useful space to a variety of users and should be encouraged by the city whenever possible, just as it is in new developments.

Requiring Public Open Space

Major new residential developments should also be required to provide open space accessible to the general public. This will compensate for the pressure the increased population will put on existing public facilities. The nature and extent of open space should take into account the needs and desires of the expected population and the deficiencies of facilities in the general area.

**FIGURE 2:
DESIGN GUIDELINES FOR RESIDENTIAL OPEN SPACE**

TYPES OF OPEN SPACE	Private Open Space		Common Usable Open Space				
	Patios, front yards, back yards	Balconies	Play areas for Preschoolers	Play Areas for School Children	Places for Young Adults	Adult facilities	Open Space for the Seniors
PRIMARY USERS	All ages	All ages	Preschoolers	School Children	Young Adults	Adults	Seniors
NEED	The need for private open space is prevalent. Public or shared open space does not compensate for the lack of private open space. The value of private open space lies in its privacy and the control that people can exercise over it.	The majority of residents consider balconies a desirable feature of the residential unit. Balconies represent an important extension of the living space into the outdoors.	Preschoolers need to play in viewing and calling distance of the supervising adults.	Children of this age group need to socialize and engage in activities with other children. They need to develop coordination and motor skills. Opportunity should be given to realize all facets of play: social, motor, fantasy imitation, and contact with natural or nature-like elements.	Teenagers need informal gathering places to socialize with their peers in the vicinity of their homes where they can watch "the action" and where they can be seen.	Relative to other age groups adults use residential open space least. Still, they need places to sit, relax, sunbathe, spend time with their families and/or residents and pursue activities of physical fitness.	Older people need places to sit, meet other people and actively or passively take part in outdoor activities.
DESIGN ELEMENTS LOCATION, ORIENTATION, SITE DESIGN	Locate private open space on the east-south or west side of the residential units	Preferably orient balconies to the south or west-side; make them accessible from the main room of the dwelling unit.	Place tot-lots in viewing and calling distance of respective residential units.	Locate play areas for school children where they disturb residential units least	Locate teenage areas at the periphery of the housing development, on street corners or intersection of major pathways, where foot and automobile traffic are passing by. Orient teenage facility towards convenience store or favorite coffee shop.	Provide several spatially defined sitting areas of varying character throughout the residential development. Preferably locate spaces at grade; but can also be located at podium levels and roof tops.	Place several sitting areas throughout the residential area; locate at least one near the play area for preschoolers if present.
SIZE	Patios min. 12' X 15' Back yards 200 sq.ft. for singles elderly, 400-450 sq.ft. for families.	Minimum depth 6' Recommended length 12' for family units. Minimum area for single apartments is 55 sq.ft.	Surveys show that at peak periods no more than one third of the children population play in outdoor areas. Therefore dimension play areas to accommodate 1/3 of the total children population at 75 sq.ft. per child.		varies	varies	varies
ENCLOSURE	Establish clear boundaries between private open space and common open space.	Ensure privacy; to achieve this balcony could interlock with the dwelling unit.	Provide security and a sense of enclosure through fencing, planting or change in grade level without blocking the view from and into the area.	Reduce sound through banking, earthen banks, walls or by depressing children's play areas	Provide teenage meeting place defined by walls, ledges, steps of various heights.		Design areas to give a feeling of enclosure.
FACILITIES, EQUIPMENT	Storage closets, water faucets, electric outlets and outdoor lights are desirable.	Provide for flower boxes; equip with electric outlets.	Provide swings (preferably with rubber tires), sandboxes, wading pools, and climbing apparatus scaled down for the age group as well as tables and comfortable benches for supervising adults.	Outfit areas with play equipment such as swings, balancing bars, climbing structures. Install softball fields. Make available materials such as wood blocks, boards, sand, rocks, earth, and water.	Desirable facilities: basketball courts, table tennis, swimming pool, gym, playfields	Equip some of the sitting areas with barbecues. Other desirable facilities are: jogging paths, tennis courts, softball areas, swimming pools, sauna and health clubs, garden plots.	Provide sitting areas with comfortable benches with back rests, arranged in a fashion to encourage socializing. Provide tables for games, flower beds, garden plots, water fountains.
SURFACE			Provide hard surfaces for wheel toys and grass for tumbling.	Provide sufficient hard surface areas since children's play predominantly takes place on hard surface.	Provide paved surfaces as well as lawns and planted areas.		
SUNLIGHT/WIND	Should receive full sunshine for at least 2 hrs. between 10 a.m. and 5 p.m.	Should receive full sunshine for at least 2 hrs. between 10 a.m. and 5 p.m. Protect from wind. Provide for optional shading.	Assure full sunlight throughout the year for the peak periods of play.	Assure full sunlight throughout the year for the peak periods of play.	Assure sunshine, protect from wind.		Protect sitting areas from wind. Provide options of sitting in the sun and filtered shade.

REFERENCE The information in this figure is based on studies of user perception and behavior in residential developments.

The requirements of providing open space could be satisfied in a number of ways. Land on site that is suitable for recreation purposes could be deeded to the City, along with a fee equal to a percentage of basic site improvements and development costs. The developer could also develop recreation facilities on the dedicated land, if there were prior agreement with the City on the type and quality of improvements. Alternatively, the developer would pay a fee in-lieu of land dedication. This could also be the case for small residential developments, which could not provide suitable land on-site. The fee would be based on the fair market value of the land that would be required for land acquisition, plus a percentage of the cost to provide basic site improvements.

POLICY 7.

Develop a citywide urban trails system that links city parks and and public open space, hilltops, the waterfront and neighborhoods.

The city is famed for its hilltop views and its neighborhoods. An urban trails system should be created on streets and public rights-of-way and provide interesting pathways to link city parks and public open space with the neighborhoods. A comprehensively planned urban trail system, composed of carefully selected routes and well designed details, could be a valuable recreation resource. The trail system would also provide an alternative to driving or using public transit. The citywide trail system should have convenient links with the regional hiking trail system. Development of the trail system should include the following elements:

Route Selection

The objective in route selection should be to choose trails that provide information about the city's rich history, frame vistas of the City and Bay region, and permit the opportunity to view and visit interesting cultural, architectural and natural geographical features. The trail system should link city parks and public open space with interesting historic, natural, and man-made features that may attract and accomodate a variety of users.

Route Information

A map showing the trail route and park system should be available for public distribution. Trail markers or signs could also be installed along the route. Historic photographs or other information could provide interesting information about the route or particular location.

Landscape Treatment

Landscape treatment of the trail system could include installation of trees and other vegetation as well as special paving materials and street furniture to provide pleasant resting areas. Use of street furniture, signage, and other design elements should be used consistently along the trail to facilitate trail identification.

POLICY 8

Ensure effective management of the urban forest resource in city parks, public open space, and on major city thoroughfares. Develop a reforestation program that will result in a healthy and beautiful uneven-aged forest.

Street trees, groves of trees planted in city parks, on public open space and on private property, form the "urban forest". This concept of the urban forest encompasses all public and private trees in the City. The urban forest contributes to the quality of life in the city. Taking a stroll through a grove of trees in a City park, a private yard, along a public sidewalk, or viewing a forest on a distant hilltop, can be a delightful experience. Trees impart a sense of nature, provide shade and moderate the microclimate.

The City plants trees in city parks and public open space, and along certain major city streets. These are maintained on a regular and emergency basis. Maintenance of most of the City's street trees, and all trees on private property, is the responsibility of the abutting property owner.

Many of the city's trees have reached maturity, and need to be replaced. This is particularly true in the city's older parks, where many trees are dead, or visibly decaying. A major reforestation effort should be undertaken by the City in many of the larger parks, on other City properties and some major public streets. The magnitude of this project is beyond the current scope of existing tree maintenance programs and budgets.

A far-sighted program should be developed to adequately maintain San Francisco's urban forest, and to ensure a legacy of green in the century ahead. A reforestation program should include the following major program elements:

Systematic Inventory

A systematic inventory of the urban forest should be undertaken. The database should be both comprehensive and easy to update. Data elements should include geographic location, tree species, size, age, and disease classes, and other information as may be necessary or desirable.

Reforestation and Tree Maintenance

A reforestation and horticultural maintenance element should provide a framework for program implementation. Principles of urban planning, landscape design, and horticulture should be employed to determine appropriate form, texture, color and scale of trees to be planted. The diversity of species planted throughout the City should be increased. The species or variety planted in any area should be chosen for design objectives identified in the Urban Design Element of the Master Plan, as well as the tree's ability to thrive in the area's microclimate and soil conditions.

Street trees can contribute to the streetscape environment and can be used to visually screen unattractive and incompatible land uses. Private property owners should be encouraged to plant street trees fronting their property consistent with the overall street tree planting plan. Street trees should be required in new development in residential, commercial, and neighborhood commercial districts. Property owners should be responsible for planting, watering and maintaining street trees fronting their properties.

The City may also plant street trees. A program to ensure the availability of trees of the species, age, class, and form required for planting should be developed. This could take the form of developing propagation and nursery facilities, or contracting with private sector nurseries.

Consistent use of recognized planting standards should be used to reduce transplanting shock and ensure the highest viability of all trees planted. Such standards should include guidelines for planting depth, placement, staking, watering and maintenance through the first years of growth.

Trimming and pruning standards should be developed appropriate to different tree forms, and should be consistently adhered to. Proper pruning practices and tree maintenance should result in healthy and well-formed tree canopies that require a minimum of maintenance.

Guidelines should be developed, as appropriate, for required tree removal. Removal of large areas of naturalistic tree plantings will require treatment significantly different from that used to remove over-mature or diseased street trees. When large or overmature trees have been removed, reforestation should proceed as soon as practical.

Wood Waste Management and Utilization

Tree removal and reforestation will generate a significant amount of wood and waste products. A program should be developed to utilize the wood and

effectively manage the waste generated. Sale of merchantable timber, cord
lumber, wood chips, and bark chips could help to offset the cost of the
reforestation program, and reduce the solid waste problem that tree
removal and maintenance generates.

Interagency Coordination and Information

Currently the responsibility of maintaining San Francisco's urban forest
rests with several city agencies, and private property owners throughout
the City. Tree planting, maintenance and removal standards should be
prepared by the Department of Public Works and Recreation and Park
Department, and made available to other City agencies and the public. The
same standards should be used by everyone responsible for maintaining the
City's urban forest. Equipment and trained professionals could be shared
by the implementing agencies. Nonprofit corporations can also provide
assistance to neighborhood groups and individuals.

POLICY 9

Develop a master plan for Golden Gate Park.

Golden Gate Park plays a key role in the public recreation system in San Francisco. ((Its wide range of opportunities attracts users from throughout San Francisco and the Bay Region. A number of conflicts have arisen in recent years between automobile and pedestrian use of the park, between additional development within the park and preservation of the park's open space. No major changes or developments should be permitted within the park until a parkmaster plan is developed which addresses:

- a. the issue of traffic and parking within the park with emphasis on reducing through traffic and all-day parking;))
- b. responsiveness of the park to the recreational needs of adjacent neighborhoods;
- c. pedestrian access to the park and pedestrian circulation within it;
- d. construction in the park with the objective of preserving open space within it.))

It is the largest and most diverse park in the City system and provides places for active recreation, cultural institutions, as well as landscaped areas of pastoral character. The park is enjoyed by city and Bay Area residents, as well as national and international visitors.

However, the park is beset by a number of problems. The park is over 100 years old. Some of the park's infrastructure needs to be replaced or renovated. Some buildings and recreation facilities no longer serve the purpose for which they were intended. Forested areas and woody vegetation are overmature or diseased. Conflicts exist between the need for additional recreational development, maintenance of the park's historic and naturalistic character, and preservation of its valuable open space. Transportation problems have developed including excessive through-traffic, all-day commuter parking, and unsatisfactory pedestrian access and circulation. To address these problems, a comprehensive Golden Gate Park master plan should be prepared to guide any necessary change, act as a blueprint to guide maintenance of the park's rich landscape, and steward Golden Gate Park through the next century.

The plan should seek to fulfill the overriding goal of retaining the integrity of the park's original design while having sufficient flexibility to accommodate society's evolving need. Objectives and policies for a Golden Gate Park Master Plan to guide development of an overall master plan for the park have been adopted by the Recreation and Park Commission. The Commission should consider establishment of a separate public advisory committee, supported by a professional staff consisting of planners, landscape architects, recreation specialists, and horticulturists to prepare a master plan. The objectives are to:

- I Acknowledge Golden Gate Park's contribution to the diversity of cultural and recreational activities available to residents of San Francisco and the Bay region; recognize the park's importance as an American cultural resource.

- II Provide for the protection and renewal of the park landscape.

- III Preserve the open space of Golden Gate Park.

- IV Create and maintain a park-wide system of recreation roadways, pathways and trails. Minimize vehicular traffic.

- V Foster appropriate use of park recreation resources.

The Master Plan for Golden Gate Park should include the following planning elements:

OVERALL LAND USE ELEMENT

This element should identify appropriate areas for required land uses throughout the park. All activities, features and facilities should be subordinate to the present design and character of the park. The plan should preserve the park's valuable open space and not permit construction of new recreation or cultural buildings within Golden Gate Park. No additional roadways should be allowed to encroach on the park. Emphasis should be given to activities which do not diminish open space.

The primary function of the park is to serve the recreation needs of all San Francisco residents. While the park is used heavily by nearby neighborhood residents, no alteration from the present character should take place specifically to accommodate neighborhood-serving recreation functions. Neighborhood serving facilities should be located in the adjacent neighborhoods themselves.

LANDSCAPE DESIGN & FEATURES ELEMENT

This element of the master plan should provide for the protection and renewal of the park's unique landscape areas. The size and form of the park's major pastoral landscape elements, its meadows and wooded areas should be retained and renewed. Similarly, the overall evergreen landscape character of the park should be maintained as the dominant design element.

Existing formal gardens and colorful horticultural displays should be retained; however, new colorful horticultural displays should not be introduced into predominantly evergreen areas. Landscape design standards should be employed to guide restoration and maintenance of meadow areas, lake and water course edges, park entrances and pedestrian pathways, intensive recreation use areas, and roadways and other paved areas.

REFORESTATION AND VEGETATION MANAGEMENT ELEMENT

The existing forest management plan, which includes an extensive tree inventory program, design guidelines, and reforestation program has been adopted by the Recreation and Park Commission, and should be an integral part of the overall plan.

LANDMARKS and STRUCTURES

An inventory of existing structures and recognized landmarks should be compiled. Historic values, physical and structural conditions, and current and required maintenance levels should be evaluated. The Plan should encourage restoration and reconstruction of landmarks and require that any modification or replacement of existing buildings be compatible with the landscape character and historic features of the park.

Restoration requirements should be identified and programmed as part of the capital improvement budget, or other funding sources. While advocating the provision of park amenities and visitor services, the plan should prohibit any construction which would detract visually or physically from the character of the park.

CIRCULATION ELEMENT

This element should focus on all forms of access to and circulation throughout the park. The master plan should create and maintain a park-wide system of recreational roadways, pathways and trails while minimizing vehicular traffic. Key elements should include the restriction of through-traffic to designated roadways and reduction of the number and impact of such roadways. The plan should also encourage use of public transit, development of a safe and inviting pedestrian system, and accommodate bicycle and equestrian trail systems. The Golden Gate Park Transportation Management Plan should form the basis for the Circulation Element.

POLICY 9

Develop McLaren Park into a high quality, citywide park.

McLaren Park, primarily undeveloped parkland, should be developed into a park of high quality. A master plan for the park should be adopted by the Recreation and Park Commission. A host of landscape features and specialized recreation facilities could be accommodated on the 318 acre park site. McLaren Park should become a citywide resource, because of its large size, varied landscape, and the specialized activities and programs that may be suited for development within the park. McLaren park should also offer uses which satisfy the recreation needs of adjacent neighborhoods. Neighborhood-serving uses should be sited primarily along the park's periphery.

Development of the park should capitalize on the site's natural conditions, including topography, existing native vegetation, and views. Natural areas of the park, including open grasslands and wooded areas, should be preserved. When adding new features simple forms, and natural appearance should be emphasized. New plantings should be added in the park to act as windbreaks, to define subareas of the park, and to provide visual accents. Plant species should be hardy, wind and fire resistant and provide for and enhance wildlife habitats. Existing wildlife habitats should be preserved and a management plan should be developed to insure their long-term viability.

The existing trail system should be retained and missing linkages completed. Any new development should build on the existing infrastructure including roads and parking areas, the irrigation system and drainage

structures, lighting and electrical installations. New recreation areas should serve active, as well as passive, non-organized recreation needs. The park should include the following specialized features: an equestrian center and riding trails, a renovated amphitheater, meadows, overlooks, picnic areas, a park office and community center building .



Duboce Park

Neighborhoods

OBJECTIVE

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

Every neighborhood should be served by adequate public open space and recreation facilities. Neighborhood parks and recreation facilities are essential; many people are unable to use citywide facilities if they are not located nearby. This is especially important for the very young and for the elderly who are principal users of parks and whose mobility is limited.

Achieving this objective will be difficult. High land costs and a shortage of vacant sites restrict opportunities to provide new open space and recreation facilities in San Francisco. For this reason, it is important that the city maximize use of existing facilities. Making the best use of parks and recreation areas can help offset the limited opportunities to build new facilities and can bring the most immediate improvement in recreation services to San Francisco neighborhoods.

By itself, better use of recreation facilities will not meet the recreational needs of San Francisco's neighborhoods. New space for parks and recreation facilities is also necessary. This requires ((establishing)) a long-term program to ensure that funds are provided on a systematic basis to acquire additional open space and expand the recreation program.

This objective also calls for maintaining an equitable balance in funding and personnel so that neighborhood recreation facilities are maintained and staffed at the same level of quality as citywide recreation facilities. ((Until substantial new sources of funds are available for maintaining a balance between citywide and neighborhood expenditures. high-need neighborhoods should be given priority.))

POLICY 1

Make better use of existing facilities.

All public open space and recreation facilities should be adequately maintained and staffed so that they can meet standards which ensure maximum use. Such standards should specify optimal levels of staff, safety, maintenance, ((access)), coordination and information. Other relevant factors and the exact levels of adequacy for each standard should be determined by the Recreation and Park Department. While this policy is stated in the neighborhood section, the same policy should be in effect for regional, citywide and shoreline open space, discussed in other sections of this report.

STAFF

All recreation facilities should be adequately staffed to carry out needed recreation programs and services. Proper supervision and leadership are one of the best means of ensuring maximum use of facilities. In all neighborhoods, diversified recreation programs should be offered, hours of operation should be sufficient to meet the neighborhood needs, and facilities

and equipment should be well maintained and supervised. This cannot be accomplished unless adequate staffing is provided.

Supervisors and instructors should be trained and qualified in recreation and should be responsive to the particular neighborhood to which they are assigned. ((Qualification standards for staffing should include an appraisal if the person's ability to relate to and involve neighborhood residents.))

SAFETY

Recreation facilities should be designed and protected to ensure safety. Lack of safety seriously inhibits full use of existing facilities. Large parks, and even some small ((cloistered)) spaces, present special problems of personal safety. Methods of ensuring safety in the parks without destroying the features which make them pleasant environments should continue to be developed by the Recreation and Park Department.

Vandalism of park property is a serious problem which obviously decreases the extent to which existing facilities can be used. Several factors contribute to this problem including a shortage of equipment and inadequate supervision. The Recreation and Park Department should be provided with the resources it needs to improve safety and eliminate vandalism in problem areas.

MAINTENANCE AND CAPITAL IMPROVEMENTS

Neighborhood parks as well as citywide facilities require regular maintenance in order to carry out effective recreation programs and permit maximum public use and enjoyment. The City's operating budget must provide the necessary resources for the City's parks to ensure a high level of

maintenance if neighborhood needs are to be met by intensified use of existing facilities. Frequency of maintenance and the extent of capital improvements should relate directly to intensity of use and determined by the Recreation and Park Department.

When new city parks are acquired and developed, they create demand for additional annual operations and maintenance funds. Some of this demand may be met through use of existing staff and equipment. However, additional qualified staff may be required in order to maintain new parks and provide optimal recreation services.

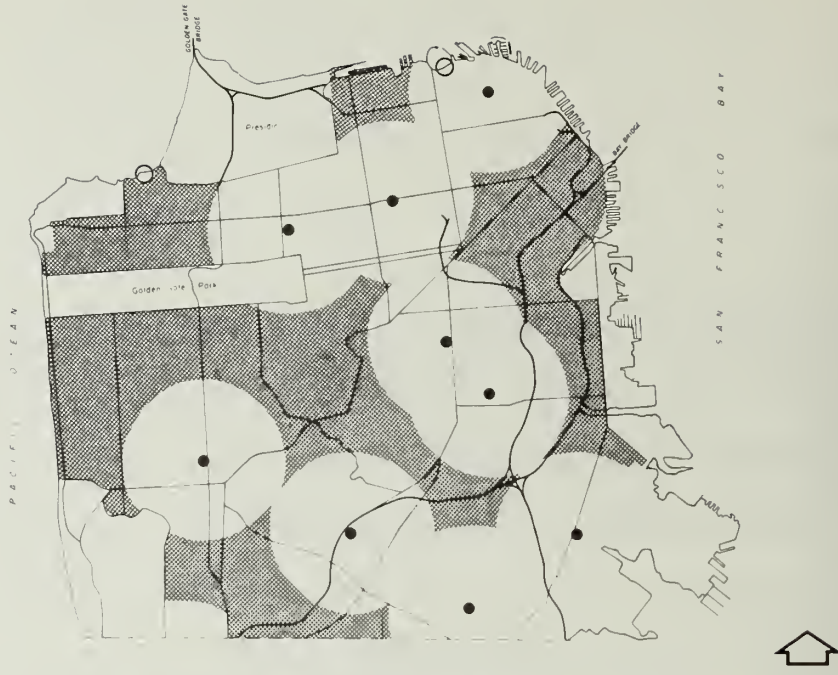
A comprehensive program to assess capital improvements needed in existing parks and recreation facilities, as well as for proposed new parks and open space should be developed. Certain facilities may require replacement or extensive renovation at regular intervals; this is the case with a majority of playground structures and equipment. Given the limitation of available capital improvement funds for renovation, the sequence in which improvements are made should be identified, giving priority to those areas which have the fewest parks and facilities, and where renovation would permit increased public use. Maintenance and capital improvements are further discussed in the section on renovation, neighborhood Policy 2.

COORDINATION

Coordination among Recreation and Park Department facilities and between those of public and private agencies should be maximized. Public and private agencies and citizens should participate in cooperative planning for

recreation in the areas they serve. ((Community councils consisting of representatives from public agencies involved in recreation in the area, as well as from private and semi-private recreation agencies, citizen groups, and other service agencies, should meet regularly to insure that the recreational program in each community is providing the best possible service to the respective community.)) Emphasis in planning should be on providing optimal recreation services, avoidance of duplication of services, optimum use of existing available space and staff. School yards, auditoriums, libraries, churches, and other spaces should be used to their fullest extent as recreation resources. Provision should be made for coordinated use of staff, and interchange of staff from public and private facilities, to meet changing recreational needs. In certain cases, public financial assistance might be offered to recreation agencies providing a service the city could not otherwise provide.

Additional coordination between the Recreation and Park Department, the Board of Education, and other agencies is desirable to make better use of available existing recreation facilities under each agency's jurisdiction. For example, the Board of Education now uses Recreation and Park Department pools and sports fields on a scheduled basis. Similarly, several properties under the jurisdiction of the Board of Education have been made available for public use on a limited basis. Increased coordination could result in making more recreational facilities and open space available to the public without duplicating costly facilities. This would be particularly desirable in areas that are not served by existing community recreation facilities or gymnasiums. These areas are shown in Figure 4. Opportunities to coordinate use of properties in these areas should be investigated and an interagency



- RECREATION & PARK DEPARTMENT SWIMMING POOL
- SWIMMING BEACH
- ▨ AREA MORE THAN 1 MILE FROM POOL

Figure 3

LOCATION OF PUBLIC SWIMMING POOLS & BEACHES



- RECREATION & PARK DEPARTMENT GYM OR REC CENTER
- ▨ AREA MORE THAN 3/4 MILE FROM REC OR PARK DEPT. GYM OR REC CENTER
- ▲ S.F. UNIFIED SCHOOL DISTRICT SCHOOL SITE WITH GYM
PROPOSE GREATER COORDINATION TO PERMIT MORE COMMUNITY USE

Figure 4

LOCATION OF PUBLIC GYMS & RECREATION CENTERS

agreement should be developed in which the Board of Education and the Recreation and Park Department would work out mechanisms to permit shared use, staffing and operation of the independently owned facilities.

ACCESS

Easy, safe and convenient access should be provided to all recreation facilities. In some cases, nearby parks are not accessible to potential users, particularly to the elderly and small children because access to them would be dangerous or inconvenient. Distance itself is an obstacle to the use of recreation facilities. In San Francisco topography imposes special problems. Specific standards should be developed to improve access through better design, special public transportation and other means.

INFORMATION

Public knowledge of recreation opportunities should also be increased. To ((increase)) encourage participation in recreational programs and use of available facilities, information regarding recreation programs should be widely distributed to neighborhood residents. Information should give a comprehensive view of recreational opportunity in the neighborhood, including activities sponsored by public, private, and semi-private agencies. A regular effective system of distributing information should be developed. ((in conjunction with the ((cooperative planning coalition)) community council described in the "coordination" section.)) In those neighborhoods where there is a language barrier, special attention should be given to translating information into the language of the community.

POLICY 2

Renovate and renew the City's parks and recreation facilities and provide the necessary infrastructure, landscape elements and facilities to serve the intended users and to facilitate ongoing maintenance at a high standard.

Many parks and facilities have been in continuous public service for decades without having been restored or renovated. Many parks and recreation facilities require complete or partial restoration of infrastructure, as well as landscape elements and plantings. Recreation buildings, landscape features, as well as play equipment also require restoration.

Some parks and recreation facilities have been developed with a single user group in mind, or have been developed with specific facilities or landscape features that make them more attractive to one or two groups and not all potential users within the service area. In other instances, open space needs have changed over time because of residential population shifts. When parks and recreation facilities no longer meet the needs of the surrounding neighborhood, they should be considered candidates for renovation in order to make necessary improvements.

In the years ahead, major ongoing efforts will need to be continued to assess the renovation needs of parks and recreation facilities and to restore them. Once renovated, parks and recreation facilities that are now marginally useful may support increased use.

The Open Space Acquisition and Park Renovation Fund has been a major resource of funds for renovation. However, renovation will be an ongoing priority and will outlive the legislated life of the program, currently scheduled to end in 1989. The fund should be extended or another appropriate program created so that funding is not interrupted.

POLICY 3

Acquire new park and recreation space to serve San Francisco's residential neighborhoods, and neighborhood commercial districts.

There is a need for new park and recreation facilities in ((many neighborhoods throughout the city)) several residential areas. Even if existing parks and recreation facilities are used more intensively, as recommended, the need for new space for neighborhood recreation will remain. There are several reasons for this. Some areas of the City currently have no neighborhood serving parks or open space available in a reasonable walking distance. These areas, considered outside the service area of nearby parks, are shown in Map 6. Other areas have open space and recreation facilities nearby but are underserved because a high population density there results in overcrowded conditions in the parks that are available. This is shown in Figure 6. Still other areas, such as the relatively undeveloped warehouse or low-intensity light industry districts of the City, will need neighborhood serving parks and open space if they are redeveloped and converted to residential uses.

There is also the need for public open space in neighborhood commercial districts throughout the City. Typically, neighborhood commercial districts combine residential and commercial uses. Most of the residential units have

no backyards and little private open space. Residential densities are usually higher in these districts than in the surrounding residential areas which they provide with neighborhood services. Furthermore, street and sidewalk space, which traditionally provide some public open space in congested neighborhood commercial districts, is heavily used and has many competing uses. The space is shared by residents, shoppers, and employees, and is usually served by several transit routes. In addition, most vacant lots are used as parking lots and therefore not available as usable public open space.

Neighborhood commercial districts would benefit by improving the streetscape for pedestrians and providing public open space that can be used by shoppers and employees as well as neighborhood residents. There may be opportunities to create usable open space by widening the sidewalks, as on 24th Street near Mission, and in the Duboce Triangle. The open space for these districts may be small in size, but should be located within the district, or within a convenient walking distance.

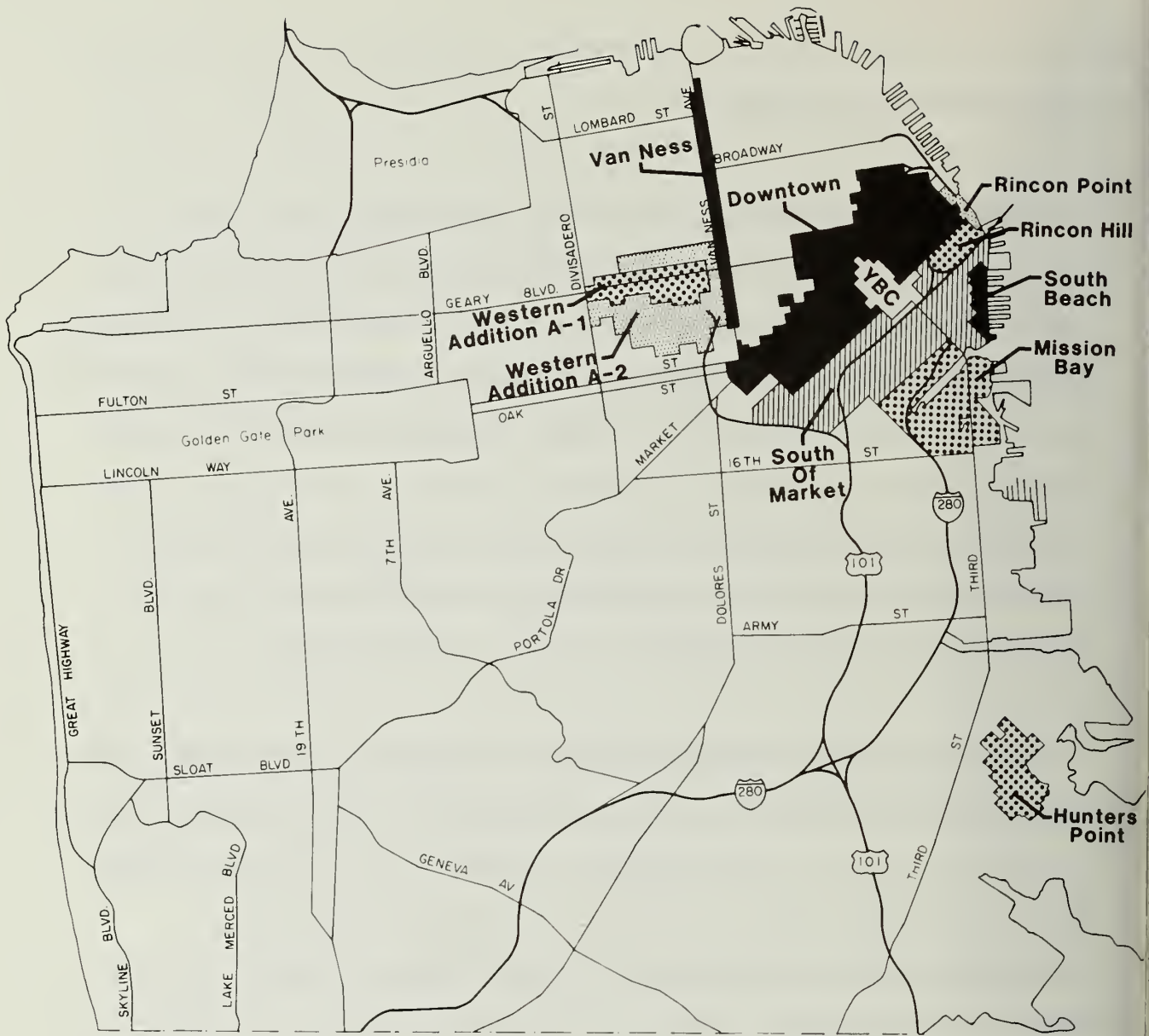
In all cases where new sites for parks, recreation facilities and capital improvements are being considered, their precise location should be determined by such factors as proximity to population concentrations, topography, ease of access, ((and)) visibility((.)), and desirability of the property for recreation and park uses. Acquisition of new parks and open space should be programmed to meet the general guidelines for parkland distribution as described in the Citywide Section. Neighborhood Policy 4 identifies criteria to prioritize acquisition of neighborhood open space sites.

NEW RESIDENTIAL DEVELOPMENT

Several areas throughout the City have been identified as housing opportunity sites in the Residence Element of the Master Plan. Some areas would provide opportunities for infill housing; others could be redeveloped and provide sites for a significant number of new dwelling units. These areas are shown on Map 8. Some of these areas are served by existing park and recreation facilities and may not require additional facilities, even with increased residential density. In other areas, new public open space is included as part of the plan. For example, two new shoreline parks are planned in the The Rincon Point-South Beach Redevelopment Area.

While the lack of parks and open space has not been a problem while the areas remained low-intensity industrial areas, these areas will require new neighborhood parks and recreation facilities if they are converted to high density residential areas. A major open space or several smaller sub-neighborhood-serving parks should be provided if such parkland is not currently located nearby. Much of this may be achieved by requiring private sector action. However, direct public involvement may be necessary to ensure that adequate public open space is reserved, acquired and developed where it is most desirable.

Mission Bay, Rincon Hill and the South of Market are primarily old industrial and warehouse districts, although the SOM has a large residential population as well. These areas have potential for a significant amount of new residential development. If they are redeveloped they will not be adequately served by existing parkland and public open space.



Map 8
HOUSING OPPORTUNITY SITES

The acreage of new neighborhood parkland and open space should be related to the size of the potential population. As plans are made to redevelop these districts into high density residential areas, adequate space for parks and public open space and neighborhood serving recreational facilities should be provided. New parkland should be provided consistent with standards for open space identified in Citywide Policy 1. Smaller sub-neighborhood level parks may be needed in areas attractive for construction of moderate density infill housing because existing parks there will serve more people and get more intensive use. In these cases, open space sites should be identified, acquired, and developed to serve the new residents.

METHODS OF ACQUISITION

Because the opportunities to acquire additional open space and recreation facilities at the neighborhood level are limited by a lack of available land and a scarcity of funds, the City should use a number of methods to acquire sites for open space and recreation purposes. The City's Capital Improvement Program may provide some funding. As noted earlier, a parkland dedication fee could be required of new development to offset the impact on parks and recreation resources that the development would create. Land suitable for parkland, open space, and recreational use may also be donated as a gift to the City.

In addition, the Recreation and Park Department should selectively use its power of eminent domain to meet neighborhood needs. This may be especially necessary in the older, more densely populated areas of the city where vacant land is scarce but where existing developments may be deteriorated or obsolete. Such acquisition, however, should minimize the displacement of

residents and concentrate on underutilized, nonresidential properties. When additional public open space is acquired, the the City maintenance budget should be increased to reflect additional annual maintenance costs.

The Open Space Acquisition and Park Renovation Fund has enabled the City to purchase much needed parkland, and restore many facilities to productive use. However, the Fund will be in effect only until 1989. As previously noted, it should be extended or an ongoing program should be devised to systematically provide funds necessary for acquisition and development of parks and open space. ((To meet this need, San Francisco should develop a long-range program to acquire new parks and recreation space to serve neighborhood residents.))

In addition to land acquisition, innovative techniques should be used to provide more space for recreation and to provide special programs. Mobile play equipment, portable swimming pools, and special traveling shows are among the techniques which should continue to be employed. Temporary playgrounds should be constructed on vacant lots being held for future development and, if necessary, even rooftops could be used to meet space needs in crowded neighborhoods. Where major public improvement programs are pending, new parks and recreation facilities should be provided to serve both new development and the adjacent neighborhood.

Street rights-of-way provide a special opportunity to increase space for recreation and to carry out increased programming. The transportation and urban design elements of the ((Comprehensive)) Master Plan contain several recommendations relating to the use of street rights-of-way to provide recreation and open space. Areas where street space landscaping and recreation improvements would be appropriate are designated in this plan.

NOTE: WHOLE NEXT POLICY SECTION IS REPLACED

((POLICY 3

Give priority for recreation improvements to high-need neighborhoods.

In the improvement of neighborhood recreation throughout the City, priority should be given to those areas with the highest needs and the greatest deficiencies in parks, facilities and programs.

These are generally the more densely populated, older areas of the city where low-income, minority group populations are concentrated, where there are large numbers of young and elderly people, and where people have less mobility and financial resources to seek recreation outside of their neighborhood. Areas with these characteristics are Chinatown, parts of the Western Addition, the Mission, South of Market, South Bayshore, and parts of the Central City area. These areas should be given priority for new parks, recreation facilities and programs. In the future, the specific needs and neighborhoods may change. At such time, the priorities should be shifted accordingly to continue to meet the needs of areas with the biggest deficiencies.

It is possible to give such a priority to high-need neighborhoods without detracting from other needs if the Recreation and Park Department is provided with the necessary resources called for in other parts of this plan. However, without additional funds, this policy implies shifting some funds presently spent on citywide facilities and programs to high-need neighborhoods. This latter alternative is clearly less desirable than the former, but may be necessary to meet neighborhood recreational needs.))

Policy 4

Give priority for recreation improvements to ((high need neighborhoods)) areas which are most deficient in parkland, open space, or recreation facilities.

While most of the City is well served by parks and open space, there are some areas that are deficient. The deficiency may be due to one or more factors described in Neighborhood Policy 3:

1. The area has no access to open space within a reasonable walking distance, and is outside the service area of existing open space.

These areas are shown on Map 6, and in Figure 5.

2. There is a shortage of existing open space for the area's population. The number of people living within existing park service areas exceeds the capacity of the park to accommodate them. These high density residential areas are shown in Figure 6. Standards for open space are identified in Citywide Policy 1.

3. The parks and facilities that exist do not correspond well with the recreational needs of the surrounding neighborhood. Renovation of the existing parks and facilities may help correct this deficiency.

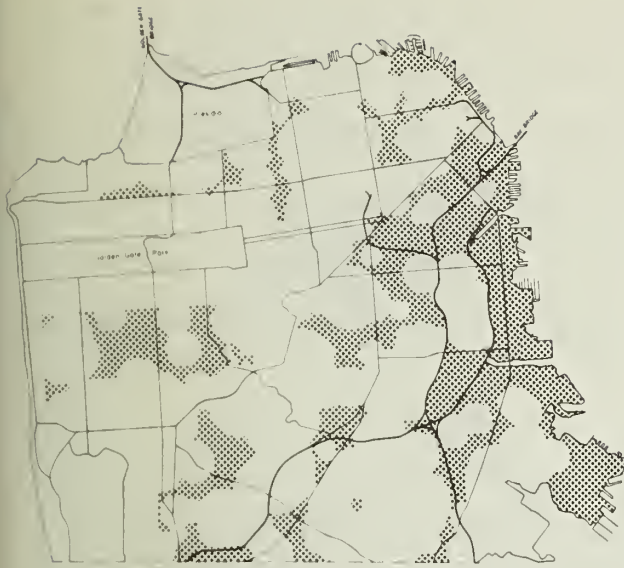
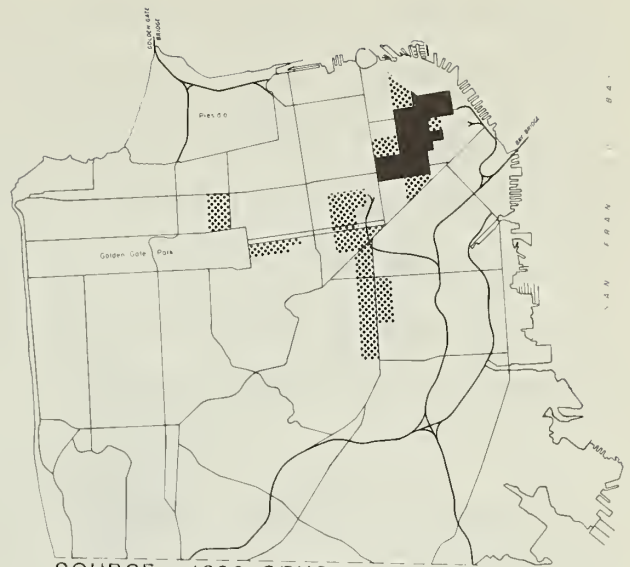




Figure 5
SERVICE AREAS

 **AREAS NOT SERVED BY EXISTING PARKS & OPEN SPACE (SEE CITYWIDE SECTION)**



SOURCE: 1980 CENSUS

Figure 6
HIGH RESIDENTIAL DENSITY

 **HIGH: 75-125 PERSONS/ACRE**
 **HIGHER: OVER 125 PERSONS/ACRE**
DENSITY CITYWIDE: 29.39 PERSON/ACRE

The presence of these factors may not, in themselves, create a high priority problem in all cases. For example, some of the areas may be well served by private open space, as is the case with low density residential districts. People may have a high level of mobility and be better able to travel to reach parks and open space. Still other areas may have very low user populations. This latter is true in low intensity industrial areas of the City. These are not the City's highest priority areas for neighborhood open space acquisition and recreation improvement, however, the City should remedy the situation in the long term, consistent with Citywide Policy 1.

A high priority situation exists where the the open space deficiencies identified above are exasperbated by the presence of certain social and economic characteristics in the surrounding population. In the improvement of

neighborhood recreation throughout the City, priority should be given to areas with the highest needs and the greatest deficiencies in parks, recreation facilities, and programs. These are generally the more densely populated, older areas of the City where low-income, minority group populations are concentrated, where there are large numbers of children and elderly people, and where people have less mobility and financial resources to seek recreation outside of their neighborhood.


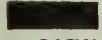
Figure 5 identifies areas that are not within existing service areas of existing parks and public open space. Figure 6 shows areas with deficiencies based on high population density. For instance, the population density of Chinatown and parts of the North of Market (the Tenderloin) is four times greater than the City's median population density. Figures 7 through 10 show areas with a high percentage of low income residents, and areas where a large number of young children and senior citizens live. The areas of the City which should have the highest priority for creating new parks and open space, and making recreation improvements are shown in summary Map 9. ((Areas with these characteristics are Chinatown, parts of the Western Addition, and the Mission, South of Market, South Bayshore, and parts of the Central City area. These areas should be given priority for new parks, recreation facilities and programs.)) In the future, the specific needs and neighborhoods may change. At such time, the priorities should be shifted accordingly to continue to meet the needs of areas with the biggest deficiencies.

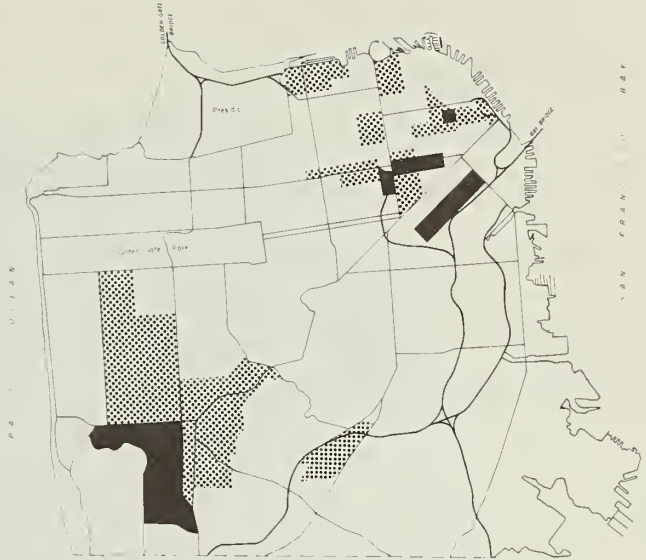
New parks and open space should also be provided in areas proposed for redevelopment and conversion to residential neighborhoods. Housing opportunity areas are shown in Map 8.



SOURCE: 1980 CENSUS



Figure 7
LOW HOUSEHOLD INCOME
(MEDIAN INCOME)

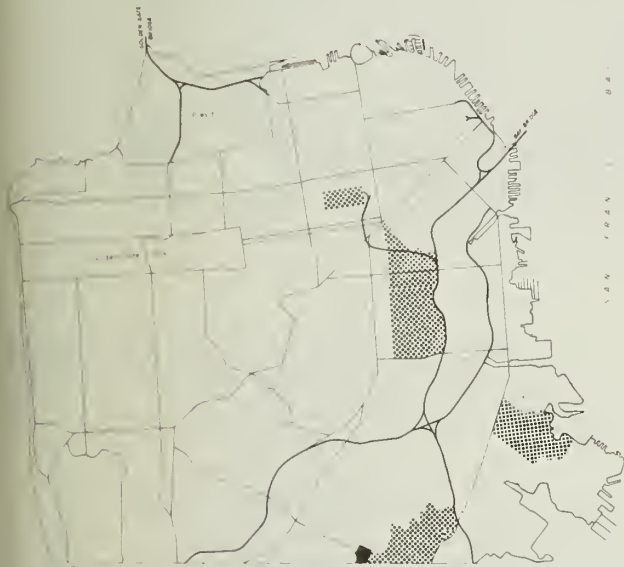
 **LOW: .5-.79 CITY MEDIAN**
 **LOWER: 0-.49 CITY MEDIAN**
CITY MEDIAN INCOME: \$15,930



SOURCE: 1980 CENSUS


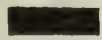
Figure 8
HIGH PERCENTAGE SENIOR CITIZENS
(PEOPLE OVER 65)

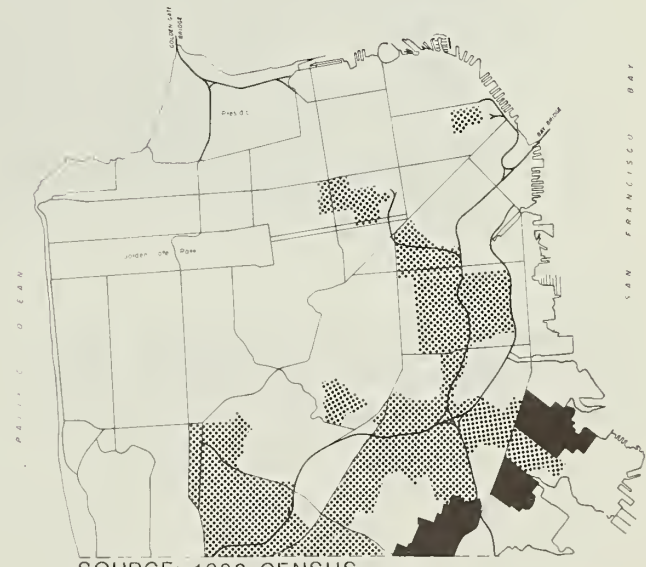
 **HIGH: 20-24.9%**
 **HIGHER: OVER 25%**
CITYWIDE: 15.27%



SOURCE: 1980 CENSUS



Figure 9
HIGH PERCENTAGE CHILDREN
UNDER 5

 **HIGH: 8-12%**
 **HIGHER: OVER 12%**
CITYWIDE: 4.54%



SOURCE: 1980 CENSUS

Figure 10
HIGH PERCENTAGE CHILDREN
6-12

 **HIGH: 10-14.9%**
 **HIGHER: 15-19.9%**
CITYWIDE: 9.01%

It is not possible to give such a priority to high-need neighborhoods without detracting from other needs if the Recreation and Park Department is provided with the necessary resources called for in other parts of this plan. However, without additional funds, this policy implies shifting some funds presently spent on citywide facilities and programs to high need neighborhoods. This latter alternative is clearly less desirable than the former, but may be necessary to meet neighborhood recreational needs.



PUBLIC RECREATION & OPEN SPACE Make Better Use of Existing Neighborhood Open Space & Facilities

PROTECTED RESIDENTIAL AREA Improve Residential Street Space for Recreation and Landscaping where Possible

HIGH NEED AREAS

 Give Highest Priority for New Parks and Recreation Improvements

 Give Priority for New Parks and Recreation Improvements

NOTE: BECAUSE OF THE SCALE OF THIS MAP IT IS NOT POSSIBLE TO SHOW PRECISE BOUNDARIES OR EXCEPTIONALLY SMALL OPEN SPACES

**Map 9
NEIGHBORHOOD RECREATION
& OPEN SPACE IMPROVEMENT PRIORITY PLAN**



Embarcadero Plaza

The Downtown

NOTE: This section is taken from the Downtown Plan, adopted by the S.F. Planning Commission as part of the Master Plan on November 29, 1984.

OBJECTIVE 1

PROVIDE QUALITY OPEN SPACE IN SUFFICIENT QUANTITY AND VARIETY TO MEET THE NEEDS OF DOWNTOWN WORKERS, RESIDENTS, AND VISITORS.

Open space will become increasingly important as the number of persons in downtown grows. Meeting the demand for additional open space in the face of intense competition for land requires both private and public sector action. It also requires imagination, commitment, and a general acknowledgment that open space is essential to the downtown environment.

As development intensifies, greater pressure is placed on the limited downtown park space. New private development should assist in meeting the demand for open spaces that it will create. In newly developing suburban areas, it has become common practice to require developers to contribute to the provision of public facilities, the demand for which is created in part by the development site. San Francisco's Planning Code currently requires that open space be provided to serve residential uses. Open space is obtained either by specifying a maximum lot coverage or by requiring that open area be provided at a certain ratio per dwelling unit, depending on the zoning district and density of development. A similar method of providing needed open space should be extended to non-residential uses in the downtown.

The City will thus require usable public indoor and outdoor open space, as part of new downtown development. Under this plan, each development would be required to provide open space in an amount directly proportional to the building size excluding residence space for which existing open space requirements would be applied.

POLICY 1

Develop an open space system that gives every person living and working downtown access to a sizable sunlit open space within convenient walking distance.

Proximity is an important factor in the decision to frequent a park during lunch breaks. The average distance most people are willing to walk to a park or plaza is approximately 900 feet, roughly the distance that can be comfortably walked in 5-7 minutes.





Map 10 indicates "deficiency" areas-- areas not within 900 feet of an existing or proposed major open space--in which new open spaces should be created. It also indicates sites that would be particularly desirable as open spaces because of their location and orientation to the sun. Some of these sites are privately owned and their development for other uses should not be delayed if their acquisition for open space cannot be accomplished within a reasonable time.

POLICY 2

Provide different kinds of open space downtown.

Different kinds of spaces should be provided downtown to assure that a



-  **EXISTING OPEN SPACE**
-  **OPEN SPACE IN THE PLANNING STAGE**
-  **AREA DEFICIENT IN OPEN SPACE
(Not Served by Existing Open Space or
Open Space In The Planning Stage)**
-  **PROPOSED C-3 DISTRICT BOUNDARY**

Map 10
MAJOR OPEN SPACES:
DOWNTOWN PLAN DISTRICT (From DOWNTOWN PLAN)

variety of recreation and open space experiences are available to a diverse population. They might take the form of a sun and view terrace, a landscaped garden, a plaza or a park. Food and beverage service usually should be located in or adjacent to open spaces to facilitate public use and enjoyment. Requirements for these open spaces are shown on Figure 10. An attractively landscaped greenhouse structure is desirable in areas where the alternative is a shady, windy plaza. The designs of these facilities should consider the needs of various population groups.

Provision should be made for those who desire a quiet secluded location as well as those who enjoy crowds, activity, and active recreation. Jogging, swimming, jazzercise, as well as other forms of aerobic exercise are popular recreation activities. City owned and private open space, programmed for these and other active recreational activities, should be available downtown as well as in the neighborhoods.

POLICY 3

Give priority to development of two categories of highly valued open space: sunlit plazas and parks.

Providing ground level plazas and parks benefits the most people. If developed according to guidelines for access, sunlight, design, facilities, and size, these spaces will join those existing highly prized spaces such as Redwood Park, Sidney Walton Park, Justin Herman Plaza, and the State Compensation Building Plaza.

POLICY 4

Provide a variety of seating arrangements in open spaces throughout downtown.

The popularity of an open space correlates highly with the amount of comfortable sitting space provided. To accommodate this common need, adequate seating should be required in new facilities in direct relationship to the size of the open space. Existing spaces without adequate seating should be retrofitted. Sitting places should be located up front near the action and secluded in the back, in the sun and in shaded areas. Their configurations should accommodate people in groups as well as those who want to sit alone.

Sitting space can be provided in many ways. Besides conventional bench-type seating, walls, steps, ledges, planters, and fountains can be designed imaginatively to invite people to sit. Movable chairs are particularly desirable because of the flexibility in seating arrangements they provide.

POLICY 5

Address the need for human comfort in the design of open spaces by minimizing wind and maximizing sunshine.

San Francisco's climate is such that only sunny, wind-protected outdoor sites are usable on most days of the year. Outdoor spaces should be oriented in relation to adjacent development so that there will be direct sunlight during periods of high usage. Prevailing wind patterns and local wind currents created by adjacent development should also be considered. Barriers to deflect unpleasant winds should be used where appropriate.

Figure 11 GUIDELINES FOR OPEN SPACE

	Urban Garden	Urban Park	Plaza	View and/or Sun Terrace	Greenhouse
Description	Intimate sheltered landscaped area.	Large open space with predominantly natural elements.	Primarily hard-surface space.	Wind-sheltered area on upper level.	Partially or fully glassed-in enclosure.
Size	1,200 to 10,000 sq.ft.	Minimum 10,000 sq.ft.	Minimum 7,000 sq.ft.	Minimum 800 sq.ft.	Minimum 1,000 sq.ft. Min. ceiling height 20 ft.
Location	On ground level, adjacent to sidewalk, through-block pedestrianway, or building lobby.		Southerly side of the building. Should not be near another plaza.	Second floor or above. View terraces should only be located in places which have spectacular views.	Locate in places too shady or windy to be used as open space.
Access	Accessible on at least one side of its perimeter.	Accessible from at least one street. Access from several locations encouraged. Park interior to be visible from entrances.	Accessible from a public street at grade or 3' above or below street level connected to street with generous stairs.	Accessible directly from the sidewalk or public corridors. Must provide adequate signage about location and public accessibility at street level, in hallways and elevators.	Accessible from street at grade or 3' above or below street level. Provide several entrances from public rights-of-way.
Seating,* Tables, Etc.	One seating space for each 25 sq.ft. of garden area. One half of seating to be movable. One table for each 400 sq.ft. of garden area.	Provide formal and informal seating, on sculptured lawn. Movable chairs desirable.	One linear foot of seating space per each linear foot of plaza perimeter. One half of seating to consist of benches.	One seating space for every 25 sq.ft. of terrace area.	One seating space for every 25 sq.ft. of floor area.
Landscaping, Design	Ground surface primarily of high quality paving material. Install plant material such as: trees, vines, shrubs, seasonal flowers to create garden-like setting. Water feature desirable.	Provide lush landscape setting with predominantly lawn surfaces and planting such as: trees, shrubs, ground cover, flowers. Provide a water feature as major focus.	Landscaping is generally secondary to architectural elements. Use trees to strengthen spatial definition and to create peripheral areas of more intimate scale.	Terrace may take one of the following forms: o complex architectural setting which may include art works; o flower garden; o space with trees and other planting.	Interior surface may be a mixture of hard surfaces and planting areas. Water features are desirable.
Commercial Services, Food		Provide food service within or adjacent to the park. 20% of space may be used for restaurant seating taking up no more than 20% of the sitting facilities provided.	Provide retail space including food services in space around plaza. 20% of space may be used for restaurant seating taking up no more than 20% of the seating provided.	Provide food service on or adjacent to terrace.	Provide food service within greenhouse; 20% of greenhouse space may be used for restaurant seating occupying no more than 20% of the seating provided.
Sunlight and Wind	Sunlight to much of the occupied area at lunch time. Shelter from wind.	Sunlight to most of the occupied area from mid-morning to mid-afternoon. Shelter from wind.	Sunlight to much of the occupied area at lunch time. Shelter from wind.	Sunlight to most of the occupied area of terrace at lunch time. Shelter from wind.	Sunlight at lunch time highly desirable but not required.
Public Availability	8 AM to 6 PM Monday through Friday.	At all times.	At all times.	10 AM to 5 PM, Monday through Friday.	10 AM to 5 PM, Monday through Friday.
Other	Security gates, if provided, should be an integral part of the design.	Security gates, if provided, should be an integral part of the design.		In wind exposed locations provide glass enclosure to create comfortable environment.	Include large movable windows or walls to open up greenhouse in warm weather.

* Seating dimensions are as follows
Height: 12" to 36"; ideally 17"
Depth: 14" one-sided; 30-36" double sided.
Width: 30" of linear seating are counted as one seat.

Snippet	Atrium	Indoor Park	Public Sitting Area in a Galleria	Public Sitting Area in an Arcade	Public Sitting Area in a Pedestrian Walkway
Small, sunny sitting space.	Glass-covered central open space in the interior of a building or block.	Interior open space where at least one wall facing the street consists entirely of glass.	Through-block, continuous, glass-covered pedestrian passage lined with retail shops and restaurants.	Continuous, covered passageway at street level, defined by building set back on one side and a row of columns along the front lot line.	Sitting area on a sidewalk of a pedestrian-oriented street, in a lunchtime mall or in an exclusive pedestrian walkway.
Varying sizes permitted.	Minimum area 1500 sq.ft.; minimum ceiling height 30 ft.	Minimum area 1,000 sq.ft. Minimum ceiling height 20'. Area to be counted against open space requirement cannot exceed twice the area of the glass wall projected onto the floor plane.	Minimum average height 30 ft.; minimum clear area 12 ft. Only public sitting areas outside the circulation space which are buffered from it by various kinds of design elements will qualify.	Minimum clear width 10 ft.; minimum height 14 ft. Only public sitting areas which are delineated from the circulation space by appropriate means will qualify.	Varying sizes permitted.
On new or existing building site.	Interior of building or block.	Building interior adjacent to sidewalk or public open space.	In any approved galleria.	As identified in the Pedestrian Network Plan. Other locations must be approved.	As identified in the Pedestrian Network Plan. Other locations must be approved.
Accessible from public streets.	On street level or 3 ft. above or below street level. Accessible from one or more sidewalks through generous hallways. Space must be made available and inviting to the general public.	Accessible from street level. Provide several entrances to make the space inviting to the public.	Accessible from public right-of-way or open space at grade or 2 ft. above or below grade level of adjoining public area.	Accessible from sidewalks or public open space at grade level or 2 ft. above or below grade. Connect arcade to public space with continuous stairs.	
If functional for sitting and viewing, seating can be ledges, stairs, benches, chairs.	Provide one seating space for every 25 sq.ft. of floor area, one table for every 400 sq.ft. of floor area. At least one half of seating to consist of movable chairs.	Provide one seating space for every 25 sq.ft. of floor area, one table for every 400 sq.ft. of floor area. At least one half of seating to consist of movable chairs.	Provide sitting ledges, benches, movable chairs and tables in areas outside the pedestrian pathway. At least one half of seating should consist of movable chairs.	Place seating and tables outside the area of pedestrian flow.	If functional for sitting and viewing, seating can be ledges, benches, chairs.
Surface will predominantly be hard pavement. Add planting where appropriate.	Provide attractive paving material to create interesting patterns. Use rich plant material. Incorporate sculpture and/or water feature.	Provide attractive paving material to create interesting patterns. Use rich plant material. Incorporate sculpture and/or water feature.	Use rich paving materials in interesting patterns. Include sculpture or other works of art and water feature.	Arcades should be enhanced by creating attractive paving patterns with rich materials. Incorporate mosaics, murals or three-dimensional elements into wall surfaces, coffering into ceiling surface. Include plant materials where appropriate.	Use rich paving material in interesting patterns. Include plant material.
Encourage food vendors to locate in the vicinity.	Locate food service adjacent to the atrium; 20% of area may be used for restaurant seating taking up no more than 20% of the seating and tables provided.	Provide food service; 20% of area may be used for restaurant seating taking up no more than 20% of the seating and tables provided.	Both sides of galleria should be lined with retail shops and food services. Locate sitting areas near food services. Restaurant seating is not to take up more than 20% of sitting area.	Attractive retail shops, food services and restaurants should front on the arcade. 20% of sitting area to be used for restaurant seating, occupying no more than 20% of sitting facilities and tables provided.	Attractive shops, restaurants, cafes and food services should line the pedestrian walkways and lunchtime malls.
Sunlight to sitting areas at lunch time. Shelter from wind.	Mass buildings surrounding the atrium in such a way as to maximize sunshine in the atrium space.	Orient park to the southeast, south or southwest to insure sunlight at least during lunch time.	Mass buildings surrounding galleria in a way as to maximize sunlight into the galleria space.		Sunlight to the sitting areas at lunch time. In windy locations provide wind baffles.
At all times.	8 AM to 6 PM Monday through Friday.	8 AM to 6 PM Monday through Friday.	8 AM to 6 PM Monday through Friday.	At all times.	At all times.
Credit each seat as 25 s.f. of open space. Buildings up to 100,000 g.s.f. may satisfy 100% of requirement with "snippets"; larger buildings may satisfy up to 20%.	Insure proper ventilation. At least 75% of roof area to be skylit.	Insure proper ventilation. Install heating to make space comfortable in cool weather. Construct glass wall to be fully or partially movable.	Security gates should be integrated into overall design and concealed when not in use. At least 75% of galleria roof shall consist of skylights. Insure ventilation.		Credit each seat as 25 s.f. of open space.

POLICY 6

Improve the usefulness of publicly owned rights-of-way as open space.

Recreation and open space use of publicly owned rights-of-way should be expanded and enhanced. The Market Street Beautification Project developed unneeded portions of street rights-of-way into plazas with sunny sitting areas. Similar opportunities exist elsewhere. For example, some lightly used streets and alleyways could be converted into lunchtime malls where outdoor dining could be moved into the street area. Where conditions permit, certain blocks might be converted into permanent plaza or park space.

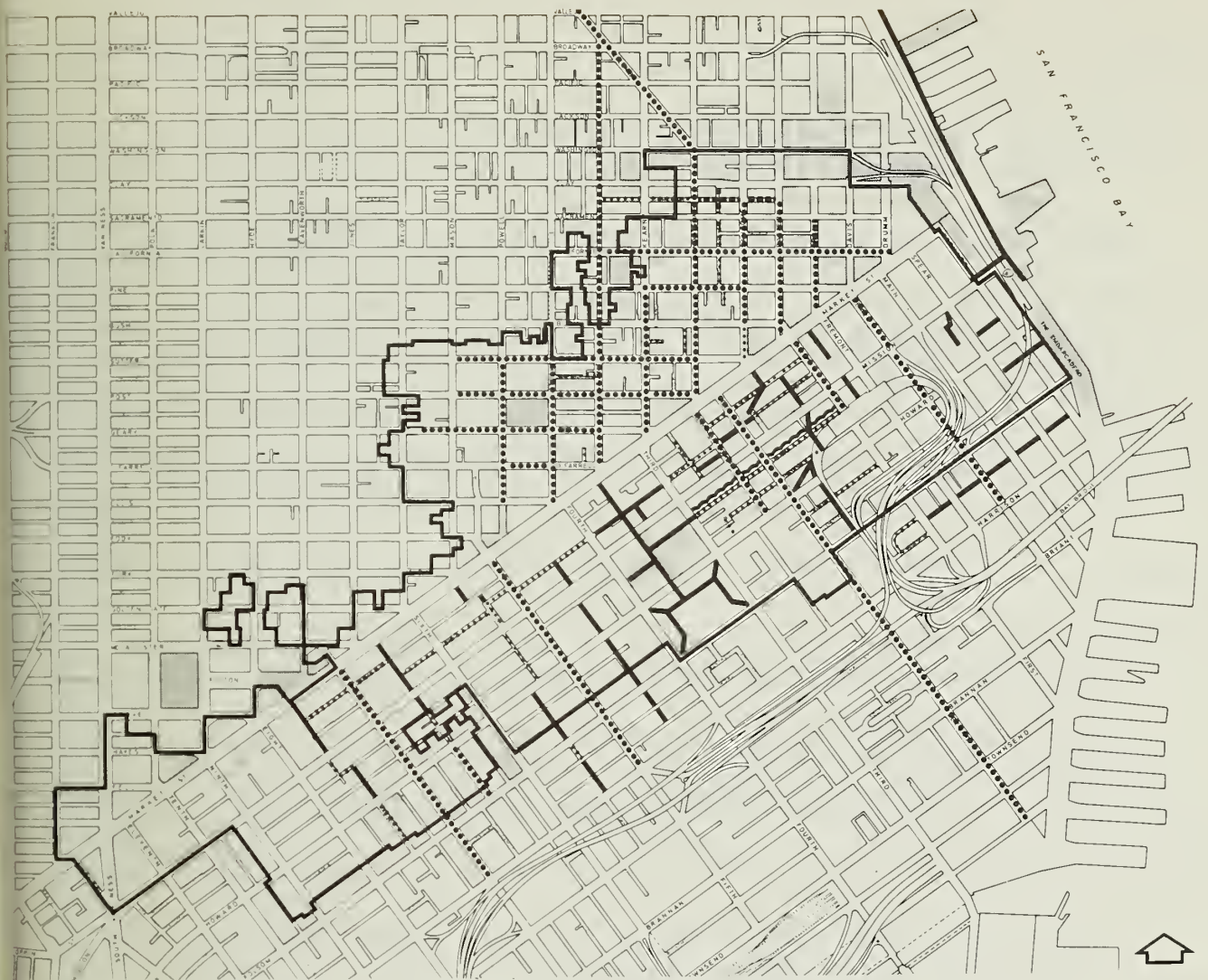
OBJECTIVE 2

CREATE AN OPEN SPACE SYSTEM ACCESSIBLE TO AND USABLE BY EVERYONE DOWNTOWN.

POLICY 1

Encourage the creation of new open spaces that become a part of an interconnected pedestrian network.

The individual parts of an open space system should be linked by an overall downtown pedestrian network. For example, the plazas and arcades of the 5 Fremont Building are natural extensions and components of a midblock pedestrian system connecting the Transbay Terminal to Market Street. Plazas and parks become pathways for trips as well as destinations for trips. Future sidewalk arcades, gallerias, and through-block pedestrianways would also contribute to the pedestrian network. This network is shown on Map 11.



- PEDESTRIAN / SERVICE STREET
- - - - - PART TIME PEDESTRIAN STREET
- EXCLUSIVE PEDESTRIAN WALKWAY
- · - · - · PEDESTRIAN ORIENTED / VEHICULAR STREET
- ▨ OPEN SPACE(Existing, Planned, & Proposed)

Map 11
PROPOSED PEDESTRIAN NETWORK:
DOWNTOWN DISTRICT(From DOWNTOWN PLAN)

POLICY 2

Keep open-space facilities available to the public.

Locked gates or restricted passages negate the purpose of open space and pedestrian network linkages. All such spaces and facilities usually should be open to the public from 8 a.m. to 7 p.m. at least six days a week. However, the hours and days of accessibility might vary according to the nature of the facility, its location, and the time it is likely to be used by the public.

POLICY 3

Provide open space that is clearly usable and easily reached from the street.

Open spaces should be accessible, visible, and generally be at or near grade level to facilitate use. Plazas and parks more than three feet above or below grade are less inviting, and as a result, are less frequently used. Any plaza or park not at street level should be connected to the street system by wide, visible, and inviting stairways or ramps.

Sun and view terraces located on upper levels or on top of buildings should be readily accessible to the public. Their availability and location should be clearly identified with a sign or signs easily seen from a public street or right of way. The sign should incorporate a simple graphic symbol, used citywide, to denote publicly accessible sun and view terraces. Adequate signs in hallways and elevators should be provided to assist in locating the facility.

OBJECTIVE 3

PROVIDE CONTRAST AND FORM BY CONSCIOUSLY TREATING OPEN SPACE AS A COUNTERPOINT TO THE BUILT ENVIRONMENT.

The form of the built environment depends not only on buildings, but the space between them. In many instances, this space is provided by the streets and sidewalks that separate the buildings on either side. Within the grid of streets, properly designed open spaces--as notches or longer segments of blocks--provide relief to an otherwise dominant streetwall form.

Open space is an essential element of the urban form. It is frequently the most remembered and identified component of the urban landscape. For example, Union Square is an anchor physically and psychologically for the area surrounding it.

Conversely, open space in urban settings is dependent upon the built environment to frame, enclose, and define the space. This delicate relationship is characteristic of a quality urban environment.

POLICY 1

Place and arrange open space to complement and structure the urban form by creating distinct openings in the otherwise dominant streetwall form of downtown.

The traditional form of downtown San Francisco is one of structures built vertically from the sidewalk edge. This provides a continuous relationship of pedestrian to building facade. An occasional break in this pattern for a

plaza, park, or building setback adds interest to the pedestrian experience. However, too-frequent application of these devices destroys the relationship and results in "towers in the park" removed from the immediate experience of the pedestrian. The provision of open space should be accomplished through conscious concern for the relationship between building mass and open space--with a view to strengthening the visual impact of both.

POLICY 2

Introduce elements of the natural environment in open space to contrast with the built-up environment.

Some spaces may be predominantly grass, shrubs, trees, and soft surface parks with a few paths and benches. Others may provide just a few plants, trees, and a fountain in an otherwise hard-surface plaza. However, all open spaces should provide some counterpoint of the natural environment to the dominant presence of the built environment of streets and buildings, if only an opened vista to the sky or water.



